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UNIVERSITIES AND ADULT EDUCATION IN SOUTHEAST ASIA, REPORT ON THE LEVERHULME CONFERENCE ON EXTRA-MURAL STUDIES (HONG KONG, OCTOBER 26-31, 1964).

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THE CONFERENCE PAPERS DEAL MAINLY WITH THE PROPER EXTRAMURAL ROLE OF SOUTHEAST ASIAN UNIVERSITIES, THE EXTENSIVE ADULT EDUCATION PROGRAM AT THE UNIVERSITY OF HONG KONG, EXTRAMURAL EDUCATION FOR PHILIPPINE WOMEN, THE PHILOSOPHY AND FUNCTIONS OF THE UNIVERSITY OF THE PHILIPPINES EXTERNAL STUDIES PROGRAM AND THE ROLE OF ITS LABOR RELATIONS CENTER IN EFFECTIVE TRADE UNION EDUCATION, PRINCIPLES OF EXTRAMURAL SERVICE TO BUSINESS AND INDUSTRY, IMPACTS OF RAPID URBANIZATION IN HONG KONG, NATIONAL AND INTERNATIONAL ORGANIZATIONS AND CHANNELS OF ASSISTANCE, AND RECOMMENDATIONS ON PROGRAM PLANNING AND THE ADMINISTRATION OF NEW EXTRAMUARL DEPARTMENTS. A UNESCO REPORT CONTAINING GUIDELINES ON THE NATURE, MISSION, ORGANIZATION, AND EDUCATIONAL FUNCTIONS (INCLUDING PREPARATION OF COMMUNITY LEADERS AND ADULT EDUCATORS) OF EXTRAMURAL DEPARTMENTS, IS DISCUSSED, AND THE NEED FOR A REGIONAL INSTITUTE FOR ADULT EDUCATION BASED IN HONG KONG AND ENTRUSTED WITH TRAINING, RESEARCH, AND CLEARINGHOUSE FUNCTIONS, IS URGED. INCLUDED ARE THE CONFERENCE AGENDA, THE REPORT ON A FOLLOWUP TOUR, AND LISTS OF OFFICERS AND PARTICIPANTS (WITH PHOTO). (LY)

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Universities and Adult Education in South East Asia

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REPORT ON THE LEVERHULME CONFERENCE
ON EXTRA-MURAL STUDIES
OCTOBER 26-31, 1964

Organized by the
Department of Extra-Mural Studies,
University of Hong Kong, Hong Kong.

Universities and
Adult Education
in South East Asia

**REPORT ON THE LEVERHULME CONFERENCE
ON EXTRA-MURAL STUDIES
OCTOBER 26-31, 1964
HONG KONG**

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INTRODUCTION

At the Association of South East Asian Institute of Higher Learning (ASAIHL) Biennial Conference of University Heads in Djakarta in 1963, Sir Lindsay Ride, C.B.E., E.D., LL.D., Vice-Chancellor of the University of Hong Kong, devoted a considerable portion of his paper to the work of the Department of Extra-Mural Studies. For most of the participants this revealed a new aspect of university activity and much interest and discussion was aroused. Indeed it was felt to be of such significance that it was decided to take the unusual step of setting aside several days at the next ASAIHL conference to consider the role of universities in adult education. This was due to take place at the University of Hong Kong and Ieuan Hughes as Director of Extra-Mural Studies there, was asked to organize a suitable programme.

Owing to unforeseen circumstances, however, ASAIHL was unable to hold their next meeting in Hong Kong but fortunately, the plans for a university adult education conference catering for the ASAIHL group were not only able to go ahead but its scope and duration were constructively extended. This was made possible by the generous support of the Leverhulme Foundation and the active collaboration of the ASAIHL Secretariat led by Professor Prince Prem Purachatra.

The aim of the Conference was to provide an opportunity for frank, factual and clarificatory presentations of a variety of university adult educational activities and experiences and for a free interchange of ideas concerning the possible roles of universities in adult education, so as to assist the universities in the South East Asian region to determine for themselves what part, if any, they felt it appropriate for them to play in their own communities.

To this end the papers printed here were presented for discussion and a series of seminars held to consider in detail the report of the Commission on "The Role of Universities in Adult Education" compiled by the Universities' Commission of the second UNESCO Asian Regional Conference on Adult Education held in Sydney in January 1964. This document was kindly made available by the Australian National Commission of UNESCO.

The Conference also benefited greatly from having as its Specialist Consultant, thanks to the helpful support of the British Council, W.E. Styler, M.A., Director of Adult Education, University of Hull. American experience had a spokesman in Professor J.A. McIntyre, Director of Extension, University of Western Ontario, Canada, while Asian experience and expertise was provided by the participation of members of the Executive Committee of the Asian South Pacific Bureau of Adult Education (ASPBAE).

Delegates were sent from universities in the following countries: Malaya, Philippines, Singapore, Thailand, Vietnam and Hong Kong.

Indonesia and Burma were invited but were unable to send participants.

At the conclusion of the Conference the members spontaneously resolved that a South East Asian Institute of Adult Education, with training, research, library and clearing house functions, be established in Hong Kong to meet an urgent need in the region. Ieuan Hughes, as the Conference Organizer, was charged with the responsibility of following this up in practical action.

Immediately afterwards, as part of the Conference scheme, follow-up visits were made by W.E. Styler and Ieuan Hughes to the countries (Philippines, Thailand, Malaya, Singapore, Sabah and Sarawak) in the region undertaking a programme of consultations, discussions and explanation as desired and arranged by the local delegates to the Conference. This proved a practical and constructive exercise and, incidentally, confirmed the need and general support for an Institute.

The Conference was highly stimulating and generated a remarkable atmosphere. Already, valuable links throughout the region have been created. It owed its success to a splendid co-operative effort and appreciation cannot be too warmly expressed to the Leverhulme Foundation, British Council, ASAIHL, ASPBAE as well as the consultants, those who presented papers, and the indefatigable secretariat and all participants.

His Excellency the Governor of Hong Kong, Sir David Trench, K.C.M.G., M.C., honoured the Conference by presiding over the opening session and gave an Address of Welcome.

Ieuan Hughes
Conference Organizer

AGENDA

Monday, 26th October, 1964

9.30 a.m. Registration

Opening of Conference

- 11.00 a.m. Conference opened by His Excellency the Governor, Chancellor of The University of Hong Kong, Sir David Trench, K.C.M.G., M.C., M.A.
- 11.10 a.m. Address of thanks to His Excellency, and of welcome to the guests, by the Chairman of the Conference, Sir Lindsay Ride, C.B.E., E.D., LL.D.
- 11.20 a.m. Address by Mr. W.E. Styler, M.A., Director of the Department of Adult Education, University of Hull, and Consultant to the Conference, on "Universities and Adult Education".

1. First Working Session

2.00-5.00 p.m. *"UNIVERSITIES AND ADULT EDUCATION IN SOUTH-EAST ASIA"*

- a. "The Role of Universities in South-east Asia in the development of Extra-Mural Studies". A paper by Mr. Foo Yeow Yoke, Registrar, University of Malaya.
- b. Study Session I.
Study and discussion of Unesco Report on "The Role of Universities in Adult Education", Section I — "General" (see Appendix A).

6.30 p.m. Cocktail party given by the Vice-Chancellor, University of Hong Kong.

Tuesday, 27th October, 1964

2. Second Working Session

9.30 a.m.-12.30 p.m.

"FUNCTIONS — WHAT CAN EXTRA-MURAL DEPARTMENTS DO?"

- a. "An Extra-mural programme in action". A paper by Mr. Ieuan Hughes, Director of Extra-Mural Studies, University of Hong Kong.
- b. Tour of University.

3. Third Working Session

2.00-5.00 p.m. **"FUNCTIONS"** (continued)

- a. "The Philippine Women's University and Extra-Mural Education for Women". A paper by Dr. Maria Fe G. Atienza, Dean, College of Home Economics, the Philippine Women's University.
- b. "The Philosophy and Function of the University of The Philippines' External Studies Program". A paper by Dr. Alfredo T. Morales, Vice-President for External Studies, Dean, Graduate College of Education, Director, Unesco Regional Centre for the Training of Teacher-Educators in Asia, University of the Philippines.

Wednesday, 28th October, 1964

9.30 a.m.

a. Study Session II.

Study and discussion of Unesco Report, Section II — "The Teaching Role" (2.1 — 2.5).

10.30 a.m.

Honorary Degree Congregation.

11.30 a.m. Laying of Foundation Stone for Postgraduate Hall by His Excellency the Governor, followed by a Reception at the Vice-Chancellor's Lodge.

4. Fourth Working Session

2.00-5.00 p.m. *"FUNCTIONS"* (continued)

- a. "Workers' Education and the University". A paper by Dr. Cicero D. Calderon, President, Silliman University, the Philippines.
- b. "University Adult Education for Industry, Commerce and Business". A paper by Professor J.A. McIntyre, Director of Extension, University of Western Ontario, Canada.

Thursday, 29th October, 1964

5. Fifth Working Session

9.30 a.m.-12.30 p.m.

"TRAINING OF ADULT EDUCATORS"

- a. Study Session III.

Study and discussion of Unesco Report, Section III.

"UNIVERSITY ADULT EDUCATION AND COMMUNITY NEEDS"

- b. "University Adult Education in a rapidly growing and changing urban situation". A paper by Mr. T.C. Cheng, President of United College, Chinese University of Hong Kong.

1.30 p.m.

Visit to Chung Chi College of the Chinese University of Hong Kong.

6.00-8.00 p.m.

Cocktail party given by Dr. C.M. Li, Vice-Chancellor of the Chinese University of Hong Kong.

Friday, 30th October, 1964

6. Sixth Working Session

9.30 a.m.-12.30 p.m.

**"SETTING UP AN ADULT EDUCATION
DEPARTMENT"**

- a. Study and discussion of Unesco Report, Section IV — "The Establishment of a University Department of Adult Education".
- b. "On establishing an Extra-Mural Department in a South East Asian University". A paper by Dr. John Lowe, Visiting Director of Extra-Mural Studies, University of Singapore.

7. Seventh Working Session

2.00-5.00 p.m.

- a. "International Links and Assistance". A paper by Mr. Arnold Hely, Director of Adult Education, University of Adelaide.
- b. Summing up — Mr. W.E. Styler, Director of Adult Education, University of Hull.

8.00 p.m.

Conference Dinner.

Saturday, 31st October, 1964

3.00 p.m.

Extra-Mural Rally.
This event normally takes place in March, but has been brought forward in honour of the Leverhulme Conference.

UNIVERSITIES AND ADULT EDUCATION

Mr. W. E. Styler,
*Director of Adult Education,
University of Hull,
England.*

This is the opening of a conference and during it many papers will be given dealing with particular aspects of the place of universities in relation to adult education. I propose to deal with general aspects of the subject and to put forward five propositions.

The first is *that it is desirable that the values which universities exist to preserve and promote should be disseminated as widely as possible throughout society.*

These values are related to each other and together give universities the quality and excellence upon which their special position as institutions of the highest learning depends. They are exactness, thoroughness and logic, all necessary in the pursuit of truth. Exactness means the attempt to achieve truth in any statement which is made. Thoroughness requires that all relevant information should be obtained and considered; it requires continuous research and enquiry. Logic requires that any argument should be consistent, with each proposition necessarily following that which precedes it. The acceptance of these values encourages the growth of critical judgment or what we might call in a wider sense the critical spirit. They also indicate the importance of discussion for it is in continuous discussion, which requires in its fullest sense the exchange of information and opinion through both the written and the spoken word, that these values are operative. We might note that a distinguished British thinker once said that "the method of discussion is the method of science".

The values I have outlined constitute the scholar's morality and may be regarded as good in themselves. But they are also what may be called functional or instrumental values since they are the means by which truth, or the nearest possible approximation to it, is achieved. I think that these values are as important in practical life as they are in the scholar's world. One can see that they are the means by which good decisions are achieved. Thus, for example, they are as important in industrial relations or in the deliberations of a village

council as they are inside the university. Both to be true to his own beliefs and to aim at the greatest welfare of his fellow men the university educator must wish to see them powerful as influences throughout society.

My second proposition is that universities have a duty to society in general and do not complete their duties solely by teaching their full-time students.

To receive a full-time education in a university has always been a privilege and remains a privilege. Even in the United States only three out of every ten people go to a university or some equivalent institution. The beginning of university extension in Britain nearly a hundred years ago was a result of the feeling on the part of university teachers in the Universities of Cambridge and Oxford that they were obliged to try to share their privileges with those many of their fellow countrymen and women who had never had any opportunity for full-time university education. That this kind of impulse was not restricted in time or place is shown by the fact that the considerable and very interesting extension lecture system of the University of Mysore in India began from a voluntary decision thirty years ago by its Association of Teachers to give lecture courses to their fellow countrymen. It was later that the University stepped in and developed from this impulse the systematic organisation of courses of lectures and their publication as small books.

My third proposition is that the teaching function which a university provides for its extra-mural public is best provided and organised by a department specially created for the purpose. (Please note that I say this is "best", not that it is the only way).

The reason for this is that in most respects the task of providing for the extra-mural public is very different from that of teaching the young students in the university. Different methods and techniques of teaching are required. The authority of the university and the teacher in relation to the students is much weaker than inside the university; if the students do not like what they are offered or how it is presented they can stay away. Continuous enquiry, or field research, is necessary to ensure that extra-mural work is live and vital. Many people fall into the category described in a recent British report as "in need of adult education although they do not know it". Ten years ago there was no extra-mural department in the University of Hong Kong, now there is one with six thousand students. Six thousand people have only discovered what it was that they needed when it was offered to them. Frequently in adult education one discovers a need about which nobody knew until the adult educator identified it. Once I helped to arrange a course for policemen for which over one thousand applied, although no policeman had ever been to us and told us that he needed such an opportunity. A similar thing happened when a course was offered to administrative workers in the hospital service; they did not ask for it but five times as many as we could take applied

for it when it was offered to them.

My fourth proposition is *that the relationships which a university develops through its extra-mural work are valuable to the university as well as to the people who benefit from its services.*

University teachers who take part in adult education learn a great deal from it themselves. They face a teaching situation which is more challenging than that in the university. They are forced to look at their subjects in different ways and to find different methods of presenting them.

Many fields of university teaching and research now require the study of people's behaviour in social and economic life. University teachers in such fields can learn a great deal and often find profitable opportunities for research through extra-mural teaching.

Because adult education makes demands of a different kind on universities from those which arise in the teaching of undergraduates, it often causes subjects different from those current inside the universities to achieve prominence. Economic History, International Affairs, Industrial Relations, and Local History became important in British extra-mural work before they became established inside universities. Thus adult education does something to help to keep the university programme of studies alive and flexible.

My fifth and final proposition is *that the extra-mural functions of universities are likely to increase rather than diminish in the future.*

I know of no university which, after beginning extra-mural work, has either stopped or reduced its activities. They tend to grow because society is more alive to the possibilities and dangers of the age in which we live than was the case at earlier stages of history. In addition the appetite for education appears to grow the more it is satisfied, and improved schooling and higher education themselves generate a demand for better and extended adult education.

THE ROLE OF UNIVERSITIES IN SOUTH-EAST ASIA IN THE DEVELOPMENT OF EXTRA-MURAL STUDIES

Mr. Foo Yeow Yoke,
Registrar,
University of Malaya.

The impact of Western industrialisation, science and technology upon countries in South-east Asia and the emergence of the forces of nationalism have brought about a strong movement towards the organisation of society on a more economic and scientific basis. In the process of this social reconstruction many agencies are involved; one of these is the subject of this paper, viz. "adult education".

"In the world today, the fact remains that one-third of the world is getting richer and richer while two-thirds remain sunk in poverty."¹ For this reason it is obvious that economic development is very necessary to raise the standard of living. The road to economic prosperity is long and difficult. The key to its success is 'education'.

This then is the situation in which the universities of South-east Asia find themselves.

Throughout the consideration of the development of university education it has been emphasised that a university is first and foremost a seat of learning; modern universities grow out of a tradition of service to society. Hence it is insufficient for universities to supply trained men and specialists for a water-tight compartment of academicians or to be satisfied with producing a small elite, however useful it may be to society.

The universities should never for a moment lose sight of the community to which they have pledged to serve. To quote:

"The community at large endows the University with free time for intellectual work of a kind which must be long sustained in order to be effective, and which therefore seldom yields an immediate economic return. The endowment imposes on the University obligations which may sometimes seem to conflict with one another, since they involve both a

1. Hely, A.S.M., *New trends in Adult Education*, p.86.

certain withdrawal from the dust and sweat of the struggle for existence and at the same time a reaching out for new and ever-widening contacts with the community. If these contacts are not energetically sought and appropriately organized, there is a danger that the academic society may degenerate into an intellectual caste, tainted with the arrogance and snobbery that belong to caste systems."¹

A flourishing university should keep close and continuous touch with the general life of the community and play a prominent part in the general educational movement. On this basis a university is founded, and on such ideals a university must always rest.

In some countries where extra-mural studies is a relatively new term, the function and responsibilities of such a department are not always clearly understood.

Contrary to what some people think, extra-mural courses are not intended to lead to any academic qualification, and are in no sense alternative to or substitutes for courses provided inside the university. Accordingly, the aim of extra-mural courses is not so much to provide instruction as to ensure a training, and here I quote:

"it seeks to create an atmosphere of intellectual curiosity, social freedom and tolerance and to stimulate in each person the demand and the capacity to take part in the development of the cultural life of his day."²

Extra-mural courses are directed to persons who might have profited by university education but who never received it and have passed the usual age for it. They seek to give such persons a chance to feel the play of university influences upon them and under the stimulus of those influences to unfetter imagination, to refine taste and judgment and to deepen insight.

In what way then would extra-mural work provide the answer to the problems in South-east Asia today?

The problems of South-east Asia are socio-economic. South-east Asia is marked by her great dependence on her primary products. The uncertainty of world prices for their primary products which cause price fluctuations plus their requirement of capital goods which they must import from more industrialised countries cause an imbalance in foreign trade.

The rapid increase in population means that the cost of feeding a new generation plus the additional need for capital and consumer goods can leave little or no net savings for economic development.

The cry then is to industrialise, to try and produce our own capital goods and consumer goods. Steps taken in this direction mean that organisations must inevitably grow. This would require young men with reasonable educational training to fit in a modern industrial

1. *Report of the Commission on University Education in Malaya* headed by Sir A. Carr Saunders, p.65.
2. *International Conference on Adult Education. Elsinore 1949. Summary Report.* Paris, Unesco, 1949, p.12.

structure. The rapid growth in business enterprises and industry means that human and social problems are also created. The organisational problems become complex. As we are more and more concerned with the organisational man, there is the need to train administrators and streamline management, and development of technical know-how.

To prepare the country for this economic industrialisation and growth is difficult, especially in this part of the world where long and well-established cultural and social traditions have taken roots in the economic and social structure. The gradual process of social adjustment requires a breakdown of the older, simpler community life and the destruction of traditional prejudices. Population explosions demand industrialisation.

Only a small percentage of the population are going to universities. This represents a major obstacle to rapid progress. There is but a small middle class, and the managerial or entrepreneur components of such a middle class as exists form but a small part of it. Yet it is the development of highly skilled entrepreneur and managerial groups in the advanced countries that have made possible large-scale industrial organisation, and stimulated the use of modern technology. There are as yet too few trained people in the technologies, health, agriculture, science and administration.

A society which is emerging into nationhood, and is trying to develop quickly, needs leaders. It must have people who possess the advanced technical skills required to direct and guide economic life. It must have capable and effective administrators in both its public and its private institutions. And, most urgently of all, it must have a body of citizens who can understand, support, and advance the society, who can address themselves to constitutional questions, to policy matters, and to the expansion of those social services which will provide a better life for all of the people. In rapidly growing nations, the governmental machine plays an important role. The officers of the government, whether political or administrative, need to know how to do their jobs better. But sound advancement also requires an alert and articulate public opinion which is shaped and led by those who understand the issues and who provide both effective debate and the climate in which that debate can be carried on, in the spirit of a free and democratic society.

The need for extra-mural studies is expanding in South East Asian countries. Recent improvement in primary and secondary education is bringing more people to an intellectual sophistication in which they can profit from university-level work. A department of extra-mural studies in a university is therefore of the utmost importance.

The number of secondary school graduates who cannot go on to a university is increasing, and universities have a special responsibility to help them. Five out of six are now said to be denied opportunities of furthering education. Thus there is constantly being

built up a number of people who are capable of further study of a sustained sort but who do not have the opportunity to undertake it. A university can and must provide the opportunity for such persons to extend their frontiers of knowledge in the theoretical and applied fields of their particular occupations.

Indeed there is evidence already that there is a demand among school teachers, clerical workers and trade unionists for this opportunity. Extra-mural studies in the form of adult-education-like refresher courses and vacation courses have proved popular in many places and more than justify their role in the betterment of society. An extra-mural studies department of a university reaches out for new ever-widening contacts with the community.

Extra-mural studies should provide the scientific and organisational know-how, and provide the basis for an understanding of the ever-increasing social problems.

Geographical factors place certain limitations. Libraries are located only in large towns. Evening schools are limited in their scope. Agriculture extension services are lacking in certain areas. There is therefore much to be done. Here is where the university can play its part.

In what way can a university contribute?

A university teacher commands considerable respect and prestige. Courses prescribed by the university will therefore have the necessary impact on society. Through its adult education programme, universities are in a privileged position to stimulate thought and discussion in the diverse fields of human endeavour.

In such a way only can the university keep close and continuous touch with the general life of the community and play a prominent part in the general educational movement.

"The university should take a lead in the whole development of adult education, not indeed as letting fall from its rich table a few crumbs for the benefit of the unfortunates below the salt, but rather as seeking renewal of vigour and conviction from the community to which it owes its life."¹

While I maintain that these functions are proper and indeed necessary for a university to undertake, the obligation of a university to provide these courses would only arise if there is the support from Government, and from private and commercial sectors.

An extra-mural department in a university can be established at relatively low cost depending naturally on the initial scope of development. There need to be no new buildings nor elaborate equipment, the entire facilities of a university should be available to the department. It may, if the need arises, extend the service to other parts of the country through correspondence courses or mobile "laboratories".

1. *Report of the Commission on University Education in Malaya* headed by Sir A. Carr Saunders, p. 65.

The staff other than the full-time executives for such a department can be drawn from the university staff who are willing to spend some time in such work. These members are necessary to act as a stimulus and to assure students that the material taught in extra-mural courses is worthwhile and useful and that specialised channels are available. The staff should also include people with a wide variety of backgrounds and capacities.

The staff would have to be drawn from those qualified in various disciplines such as ranging from agriculture, economics, public administration, art, drama, music, to engineering, science and education.

The role of the university would then be to provide the source for which extension services from all over the country could seek advice and draw.

It is not appropriate for a university to carry out simple community improvement projects, but it is certainly appropriate for a university to foster these and other services by providing training programmes for those who can give either paid or voluntary leadership to them.

The extra-mural department must therefore be a multi-purpose agency.

There are other ways of implementing its programme and fulfilling its aims besides conducting lectures and courses in the classroom. Through the media of radio and television a greater part of the population can be reached. But first and foremost the extra-mural department in the university would be a central institution dealing with:

- 1) organised courses, either concentrated in a short period of time or extended for a longer period, and
- 2) the development and service of special interest groups, such as those concerned with industrial relations, accounting, business administration, drama, art, music.

The implementation of this service can be carried out with assistance from teachers within the university, as well as part-time tutors from persons in the country qualified in these particular fields of study.

May I deal a little on the finance for such a project?

Finance should preferably come by way of assistance from private sectors. Voluntary organisations could play a big role in financing extension services which could be of mutual benefit. But to depend solely on private sectors even after the pioneering phase is completed, is again undesirable. Government should also help in the task of consolidation and further development on a country-wide scale.

The university has indeed come a very long way from its origins in mediaeval Europe. When transplanted to the New World, it has gradually taken on more and more of a utilitarian attitude towards the role of knowledge in society. And today, the university can no longer be viewed as an ivory tower, creating and brooding on know-

ledge for its own sake. The growth of extra-mural studies all over the world must be seen as an indication that the role of the university needs to be re-defined. The university today must not only ensure that its teaching and research programmes are of use to society, but it must also interpret itself to society at large and make efforts to reach out to the people. Only in this way can we fulfil the great dream of Raffles, who expressed the hope that there shall forever be kept alight in these regions, the lamp of knowledge, the lamp of wisdom, the lamp of truth and the lamp of beauty.

AN EXTRA-MURAL PROGRAMME IN ACTION

Mr. Ieuan Hughes,
*Director of Extra-mural Studies,
University of Hong Kong.*

The Commission on "The Role of Universities in Adult Education" said that it believed there is a convincing case for setting up within the university a special organization to serve as a focus, clearing house and co-ordinating centre for all adult education work the university undertakes and that it might appropriately be constituted as a department of adult education.

Until last year the only department of this kind in South-east Asia was that in the University of Hong Kong. This now conducts a substantial programme which may be divided into a wide variety of liberal studies, English language, other languages, higher commercial studies, vocational and professional courses. What follows is a description of this department in action and is put forward merely as an example for critical comment and discussion and certainly not as the model to be followed elsewhere. Each university has its own unique background, culture and circumstances and must determine how it can best function in its own community.

The Department is under a Director of professorial rank and its staff is growing although it cannot yet be regarded as nearly large enough to meet the possibilities in extra-mural work which its work up to the present has revealed. The Director is a member of Senate and Chairman of a Board of Extra-Mural Studies, which includes representatives not only of the University but also from Government and appropriate local institutions and organizations. It has an advisory function and can report to the Senate. Although the Director is, by invitation, a member of the Arts Faculty, the Department does not come under any Faculty. This of itself is not disadvantageous, but it does mean that the Department is not represented through a Dean (or anyone else) on the Council and other vital decision-making bodies within the University.

The University pays the salary of the Director and other full-time staff and makes a grant for books, equipment and general expenses. It also provides the office of the Department and such class-

room space as is needed and available in the University buildings. All other expenses are met by the income the Department receives in fees from its students, and these costs include tutors' fees, the rent of classrooms away from the University, special expenses incurred in connection with particular courses, and so on. We might note in connection with this matter that the fees charged are often high compared with Britain and some other parts of the world and could perhaps discourage recruitment, particularly in the liberal studies which extra-mural departments always regard as one of their special duties to foster. We meet this, however, by charging more for the vocational courses — in which the student may increase his ability, skill and earning capacity — and using the balance to reduce the fees for the liberal studies. In the United Kingdom, on the other hand, students' fees cover only one-sixth of the costs incurred, the major part of income consisting of grants from central and local government. Fortunately the eagerness of the population of Hong Kong to take advantage of the educational opportunities made available has saved us from any serious financial difficulty, although the system we operate makes continual scrutiny of the financial aspects of our work a necessity, and there is a danger of decisions being made on financial rather than educational grounds. On the other hand this self-supporting principle gives the work great flexibility: if there is public support then provision is not held back for lack of finance; money-making courses can subsidise desirable courses for which support is inevitably small, and no increase in budget is necessitated to cover the cost of the expanded programme brought about by addition to the staff. A few years ago we managed to persuade the University to fund our finance: this means that any gain or loss can be carried over to the next financial year. This is a great help; so far we have avoided any year-end deficit and have instead been able to commence each year with a balance to bolster us against any possible drop in recruitment either generally or in particular sectors or courses and to provide certain services, e.g. public lectures, free to the public.

The Sydney Commission, in outlining the functions of a university department of adult education (or extra-mural studies), included among them the provision of a comprehensive programme of teaching for adults consisting of both liberal and vocational courses, courses for professional and similar specialist groups, and the stimulation of the intellectual life of the community through the arrangement of occasional high level cultural events. As a still relatively new Department it is in these fields that we have mainly operated up to the present time. Most of the teaching is given by part-time "tutors" many of whom, but by no means all, are members of the university staff. A great feature of extra-mural work is that it can offer courses (and provide them with vitality and standards) which could not be offered within the University (thus, e.g. it can meet

immediate needs directly and at once as they arise) by recruiting "tutors" with appropriate qualifications or experience from outside. Each year most of the courses are freshly created, the others are re-created. This is significant for it gives the programme a necessary relevance and vitality which repetitious routine lacks. In 1962-3 with a staff of three (including myself) we provided over 180 courses for some 4,000 students (since then we have taken on four trainees and, of course, the provision has increased). Each staff member looks after a group of subject areas, planning each course with the (part-time) tutor concerned. He visits classes to keep in touch with tutors and students and help with difficulties. Class secretaries are also elected to strengthen the link between the students and the Department.

Two-thirds of our students and the majority of courses are in liberal studies, although a number of these have a vocational or practical bias, reflecting a powerful student motivation in Hong Kong. This means, in effect, that our course programme falls into two halves, one wholly liberal in approach and interest and the other to a greater or lesser degree influenced by vocational interests. Our annual reports give an analysis of student demand, as evidenced in registration, for the different subject areas with a breakdown for age, sex, occupation and effectiveness of attendance. The largest age group is 20-30 and the majority of students, especially in the vocational sector are under 30. Clerks, teachers and government servants are always among the main occupations, but businessmen and the professions are not insignificant either.

At present, courses may be divided into eight subject groups:

(1) *Oriental Studies*. The greater part of these are conducted in Chinese and deal with the Chinese classics. They are of a high level and attract devoted support, mainly from the middle-aged and elderly age groups, anxious to keep in touch with their rich cultural tradition. Since this aspect of education is not prominent in Anglo-Chinese schools we believe that it would also be a good and desirable thing to attract more young people into the classes.

(2) *Arts, Music and Architecture*. Arts and music always recruit well. The art courses deal with both Western and Chinese art. Some of the courses have a practical bias, as, for example, classes which deal with painting, design, woodcut printing and figure drawing. Currently the principal class on art appreciation is on Chinese landscape painting and is conducted in Cantonese. Some of the music courses are on various aspects of appreciation while others deal with the subject from a more practical point of view. Architecture, as one would expect in a city like Hong Kong, with its ever-changing skyline of new buildings, tends to be severely practical in content.

(3) *Philosophy, Psychology and Education*. The philosophy dealt with is mainly Western. Psychology is always popular and classes are conducted both in English and Cantonese. A few classes in re-

ligious studies including comparative religion mainly supported by westerners, have been provided. A number of courses on various aspects of education, including some in the psychological field, are supported by the teaching profession.

(4) *English Language.* Perhaps I should say that we have difficulty in running classes in English literature because of the language situation, but it is surprising that more response does not come from the British community or from local graduates in English studies. On the other hand, there is a substantial programme of classes in the English language, designed in general to enable students with a basic training in English to develop their capacities in self-expression, reading and comprehension. Here we provided for students at a post-secondary level, while the Government Adult Education Department looks after the others.

(5) *Other Languages.* Inevitably and rightly we teach Cantonese and Mandarin; Cantonese is strongly and regularly supported, Mandarin less so. These are mainly studied by westerners but Japanese, in which we have two classes, is attended by Chinese students. We also teach Malay and the major European languages, French, German, Russian, Italian and Spanish. We have also taught Arabic and Latin but have no classes in these languages at present.

(6) *Geography, History and International Affairs.* Geography is mainly of interest from a practical standpoint—land use, the civil engineering aspects, economic and commercial, etc., though one popular and regular course offers, through a combination of lectures and field visits, a comprehensive introduction to Hong Kong as a whole. In history we provide courses on both Europe and Asia and have devoted some attention, although the support is mainly from expatriates, to the history of Hong Kong itself. We are always trying to interest people in international affairs but, again, it is an uphill struggle, though there are signs that we are achieving a breakthrough.

(7) *Mathematics and Science.* The aptitude and liking of the Chinese for mathematics enables us to run a good number of classes in the subject. The sciences are not so popular and to obtain support we generally design our courses to attract people belonging to particular groups known to have a specialized interest. We also pioneered refresher courses in medical topics with the co-operation of the Chinese Medical Association and those enjoyed a spectacular success, not least from the point of view of the numbers attending. The Chinese Medical Association has now decided to run these courses on its own but the Department can feel satisfied that it helped to give a lead in a most important field of postgraduate education.

(8) *Sociology, Economics and Law.* Economics, perhaps as we should expect in a rapidly-developing economic community, is covered by a wide variety of courses. They include a number in theory and analysis and a quite intensive programme in the applied and prac-

tical fields: money and banking, export procedures, business administration, income tax and accountancy, to mention only the main groupings. In Law we are doing at present Commercial Law, Contract, Real Property and Constitutional Law, as well as a special series for articled clerks preparing for their Solicitors' Examinations. Moreover, this year we are breaking new ground by initiating, with Government financial support, a three-year London LL.B. (External) Degree scheme. In this pilot project, held in the evenings, special library facilities are provided. So far, while we are awaiting the appointment of full-time law lecturer(s) under the scheme, the entire teaching is being provided by part-time tutors from outside the University. This may not be the right or best way, but it does show what can be done if really necessary. Sociology includes courses on aspects of social welfare, strongly supported when they can be done in Cantonese, and there are always a variety of social problems which need to be rationally studied and assessed if the public, in particular the active core of society, is intelligently informed and constructively active. We also deal with Chinese customs and traditions and have, at present, a course on the social organization of Chinese communities abroad. An annual course of particular value is an intensive 12-day one for senior police officers on "The Social and Psychological Aspects of Crime" — this combines lectures, seminars and visits.

Specifically vocational subjects. Many of these are provided in response to the demand from such organizations as the Chartered Institute of Secretaries, the Institute of Bankers, the Association of Certified and Corporate Accountants and the Law Society. They are explicitly organized to help students to prepare for their professional examinations. The work we do in Law (see also above) is of special importance since the subject is not taught inside the university and we hope to increase our provision in future, as well as to show the need, and prepare the ground, for an internal department of law. We have also established courses in Librarianship because of the absence of any other training facilities in Hong Kong — these are important because, happily, the number of libraries in the Colony is growing and we now have a public lending library in the City Hall. Here we have sought the advice of the local Library Association as to what academic and practical training is required to provide a viable and needed certificated training course in Hong Kong. An examinable syllabus has been drawn up and provision made for an external examiner. The course lasts a year and is now in progress and leads to a Joint Certificate.

Owing to its compact size, residential work does not readily appeal in Hong Kong. However we do organize a number of intensive, non-residential summer courses as well as study tours to places in the region, e.g. South-east Asia and Japan. Single lectures, one day and weekend schools or institutes are also provided on topics and

problems (social, economic etc.) of current interest as well as general and cultural subjects. Refresher and updating courses for teachers and others are also on the increase.

I have given this outline in some detail in order that members of the Conference can get some idea of the scope of the work of our department and also of some of the valuable work for the community which a department of extra-mural studies is able to undertake. It literally takes the university into the community and the resulting two-way traffic is both stimulating and of immense mutual value and enrichment. What a department should do appears to depend largely on the general provision made in the community to which it belongs for further education in its various forms. In Hong Kong the Government Department of Adult Education has a large and impressive programme but the only other institution in this field which offers courses for people who have had adequate schooling is the Technical College¹ and we are without the wide range of further education institutions found in the large and medium-sized cities in the western world. In fact an extra-mural department is an extraordinarily flexible instrument in meeting a situation in which rapid educational provision is necessary. We can truly say that if a need exists we can set to work to make provision for it at once since we are not seriously hampered by the need to devise regulations and to have buildings erected in which our classes can meet. Even in Britain the extra-mural departments have done — and continue to do — a great deal of pioneering work in the introduction of new fields of study, which later their universities frequently take on for internal teaching or as new academic disciplines (agricultural economics is a classic example).

The Department in Hong Kong is still young and the limits of its possibilities have not yet appeared on any discernible horizon. As I said, we have concentrated, of necessity, mainly on only three of the functions outlined in the Sydney Commission Report. In relation to the others I regard the beginning of work in study and research in adult education as very important and training for work in adult education as a great need. In fact, both in starting a department and in its day-to-day running an enormous volume of training and research has always to be undertaken (indeed every class organized involves a degree of both), but it has to be done on the job while other preoccupations are always pressing those who have to undertake it. Nevertheless, research needs to be more organized and more training — which is closely related to the development of research in adult education — is badly needed, especially for the full-time workers who constitute the central professional element in

1. Shortly after the Leverhulme Conference the Chinese University of Hong Kong announced its decision to establish a Department of Extra-Mural Studies and already this has an extensive programme.

any adult education programme but also for part-time teachers.

Of course there is always something else that one needs and in Hong Kong an immense boon would be a downtown centre where classes can meet in a situation conveniently accessible to students' home or place of work. This is not a mere question of classrooms, but of premises which belong to the work and which the students can feel belong to them — with which they can identify and a place in which social contacts with teachers and other students can be made. Unless students and teachers get to know each other, and that fairly quickly, there is free and frank discussion, or even just questions and answers, the class and the educative process is severely impoverished. The class is not a mere register of names. It is made up of individuals and should form a social unit with a personality of its own with the teacher as an integral part. Every class meeting should be an experience — a joint adventure where something new is seen and an appetite for more, of quality, is implanted. Secondly, we need a larger full-time staff, as large, in fact, as we are likely to manage to get even over a period of years because of the enormous and growing demand which our work up to the present time has proved to exist. Whatever may be the case elsewhere, I cannot see any future in which the Department of Extra-Mural Studies in Hong Kong will not be attempting to cope with the problems — both exhilarating and exhausting in this vigorous, vital, ever-challenging and rapidly developing community.

THE PHILIPPINE WOMEN'S UNIVERSITY AND EXTRA-MURAL EDUCATION FOR WOMEN

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A quiet revolution of emancipation has been taking place in the lives of Filipino women. They have achieved the right to vote, to own property, to be educated. With the newly-won rights and a rising standard of living, Filipino women can move beyond the struggle for equal status and for material goods to the challenges and opportunities of citizenship. The Filipino women hold a tremendous potential of strength for good — mark a ballot, teach children to become good citizens, and work for a better community. That is the main reason why Filipino women should be educated not only in functional literacy but in all aspects of family and community life.

Filipino women's horizons have been broadening and their involvement is getting deeper in several phases of community life. They have developed the full potential of the home as a springboard to make the Philippines a better place to live in.

NEED FOR WOMEN'S EDUCATION IN THE PHILIPPINES.

Well informed people think every community should have a program of women's education as an integral part of the Philippine educational system, and that various other agencies in the community should also sponsor programs of education for women. H.G. Wells was right when he said, "it is not education of children that can save the world from destruction, it is the education of adults." (I would say specially the education of women). A number of specific reasons for women's education are given here.

1. Rapid changes make new adjustments necessary.

We are living in a time when important changes are taking place at a breathtaking pace. Within the past twenty-five years man has suddenly broken through to new knowledge which has revolutionized many phases of women's lives. Epoch-making new discoveries of material things have created

many new social, economic, political, and moral problems. Women must be prepared to meet these problems as adults.

2. Many problems are on the adult level.

A large number of the problems faced by our government and by individuals require the knowledge, experience, and maturity of judgment of adults. Typical of these problems are: making a home, educating children, feeding the family, progressing in one's occupation, voting for the best candidates, deciding political issues, making investments, and determining the pattern of moral and spiritual behaviour.

3. The mass of knowledge is great and is rapidly changing.

The amount of knowledge that has accumulated in any major field of learning is staggering and is beyond the capacity of any one person to master completely. A woman should know about government, health, economics, ethics, religion, language, science, and home and family living, cultural arts, and her occupation. The staggering amount of knowledge cannot be acquired in a few years at the beginning of life. It takes an entire lifetime. According to Essert, "education throughout life is not only desirable, but also necessary and essential to mental and emotional stability and the full expressions of personality."¹

4. An education must be maintained.

Robert Gordon Sproul made the following impressive statement relative to the need for maintaining an education:

"Nothing has handicapped the American educational plan more than the tendency of American citizens to think of schooling as a kind of vaccination against ignorance, and to consider that a concentrated dose of it in youth makes one immune for a lifetime. Actually the immunity lasts only a few years, and unless it is renewed by periodic inoculations in study and thinking, one falls victim of a chronic type of ignorance which is often more dangerous than the acute form, because the patient, incompetent to recognize the symptoms, doesn't know that he has the disease."²

If this is so in an American setting, how much more will there be a necessity for women's education in a Philippine setting? The plain hard fact is that an education must be maintained or it will be lost.

1. Essert, Paul, *Creative Leadership of Adult Education*, Prentice-Hall, New York, 1951, p.41.
2. Sproul, Robert Gordon, *Lifelong Learning*, Vol. XIX, pp.12-13.

5. Adult education is the last chance for some women.

Some Filipino women feel a need for training in the basic skills of learning so they enrol in reading, writing, and arithmetic. Many women want to learn more about their job so they enrol in a vocational course. Still other women want to learn more about some hobby so they take work in painting, photography, wood-craft, or some other art or craft. They have made use of their last chance to learn.

The education of all the people in the Philippines — child, youth, and adult — is a constitutional mandate and, therefore, a major and inescapable duty of the government. Section 5, Article XIV, of the Constitution of the Philippines provides that "the government shall establish and maintain a complete and adequate system of public education with at least free primary instruction and citizenship training to adult citizens." The framers of the Constitution under the leadership of Dean Conrado Benitez realised that the education of the young and their preparation for citizenship had never been adequate and that adult education is a prerequisite to our national progress.

A new slant in women's education has been developed in women's private colleges and universities. Foremost in the re-orientation of women's education is the Philippine Women's College, now the Philippine Women's University. It has geared its program to the needs of an independent Philippines. A very comprehensive description of the Philippine Women's University by Hayden is quoted here-with:

"Among the younger private institutions which have been striving to develop a type of education fitted to the aspirations of the new nation is the Philippine Women's University. The University seeks to preserve beneath a modern exterior the fundamental womanly virtues and charm which are typical of the Filipina, and at the same time to prepare its students for the broader and more active role which women now play in the Philippine society. In striving to accomplish these purposes it combines the social training of the 'finishing school' with the academic excellence and serious purpose of the women's college.

"While an education for useful womanhood implies training for the home (its President, Mrs. Francisca Tirona de Benitez, has declared), yet the University has at the same time carefully provided for the training of women in other fields which their initiative and inherent abilities have led them to invade. The University rejects the excess that goes under the name of 'modernism', which consist mainly of the aping of ideals and customs that are ill-suited to our historical background and to our character as a people. It accepts the wholesome ideals that the increasing numbers of

women everywhere now hold as an essential part of their social and political heritage. It is committed to the principle that the good things are neither wholly in the past nor in the present, and that it is the duty of a university to bring to women the best that is to be found in the old world and the new.

"Physical training, competitive sports, and extra-curricular activities managed by the students are designed to develop initiative, leadership, sportsmanship and responsibility. Courses in music, dramatics and dancing provide for the development of artistic abilities and interests. Provision is made for the stimulation of spiritual growth and preparation for active citizenship. A modern behavior clinic aids students in solving problems of personal adjustment. In addition to preparatory and college courses in the arts and sciences, colleges of pharmacy, business administration and education have been established. The University is well equipped and adequately staffed.

"Perhaps the Philippine Women's University so well reflects the aspirations of the modern Philippines because it is in a large degree the projection of the personality of its founder and president. Born of a family which participated actively in the nationalist movement which began during the latter part of the nineteenth century, Mrs. Benitez was educated chiefly in the public school system, in which she came into close contact with the Americans who were her teachers and later her colleagues. After a distinguished pioneer career as teacher and administrator in the public schools, she turned her energy, creative imagination and business ability to the task of building an educational institution which should reflect the composite national culture of the Philippines, and at the same time keep abreast of modern educational developments abroad."¹

Ravenholt, another author, said that the Philippine Women's University and a few other schools maintain reputable standards for admission. Thus they ensure a student body able to profit from the best that professors have to offer.²

The philosophy of the Philippine Women's University is "education for useful womanhood" and the objectives are: good moral character, personality development, education for home and family life, preparation for vocation and profession, and education for community leadership and participation.

1. Hayden, Joseph R., *The Philippines — A Study in National Development*. The Macmillan Co., New York, 1955, pp.558-559.
2. Ravenholt, Albert, *The Philippines — A Young Republic on the Move*. D. Van Nostrand Co., Princeton, New Jersey, 1962, p.184.

TYPES OF WOMEN'S EDUCATION

Any college or university which seriously wants to help the women of its constituency to improve the communities they live in should consider some type of women's education. For example in the case of food habits, Lewin found that the home-maker as the buyer of the family food, was the control point of which the various forces acted in determining what foods would reach the family table. In order to change the food habits of the family, it was therefore necessary to change the food choices of the home-makers. She is the gatekeeper of the family.¹

The Philippine Women's University has four avenues through which women and out-of-school girls are educated, namely: regular Day School, Interns' School, Community College, and through several types of Community Services. These provided some means of widening their horizons and improving their lives. These programs of study will be described below:

A. Regular Day School.

Courses from the pre-school to the graduate school are offered to girls and women in order to provide them with an all-round education in arts, science, the humanities, and for the different professions such as Nursing, Business Administration, Home Economics, Nutrition, Education, Pharmacy, Music, Food Technology, and Social Work.

All students in the college level take regular courses in moral, social and civic education and citizenship training. During the senior year, all students not taking any Home Economics course are given free courses in home and family life education in order to introduce them to their future roles as a home-maker, mother and wife.

B. Interns' School.

The Interns' School at the Philippine Women's University — under a separate dean and staff — provides a home-like atmosphere for the girls in residence and educates them in the art of correct living. It serves the role of a finishing school for the interns who are enrolled for academic studies in the university. Its program includes activities that would further the spiritual, moral, mental, educational, social, cultural and physical growth of its members.

C. The Community College.

The Community College at the Philippine Women's University serves as an extension school where formal education in the liberal arts and the professions is extended to adult women of the

1. Lewin, Kurt, *Forces Behind Food Habits and Methods of Changes*. Bulletin of the National Research Council, 1943, Vol. CVIII, p.35.

community who, by reason of interest or occupation are unable to pursue their work during the day. It also serves as a community center for the other members of the community who are not attending extension classes.

Students attending the Community College are generally older than those of the Day School. Most of them are homemakers and employees in government offices and business firms. They come for cultural enrichment and for proficiency in their respective vocations and professions.

D. Community Services.

The Philippine Women's University has gone out of its academic work in many ways in order to serve the community and in promoting international understanding. Every Saturday afternoon, the Bayanihan Folk Arts Center has given recitals to interpret Philippine art and culture through music and folk dances. These sessions are well attended by tourists and foreigners. Other classes in culture are the music sessions over television and the art classes jointly sponsored by the University and Unesco every summer for teachers and students. Celebrities in arts and culture have been invited by the University to serve as resource persons in seminars and extra-mural classes.

Informal educational opportunities are sponsored by the University for women leaders of the country. It has encouraged and supported the Civic Assembly of Women in the Philippines, an organization of 52 women's groups, and the Family Life Workshop of the Philippines, a national welfare organization. Conferences and conventions of several other women's organizations are held at the University. Seminars on areas like ethics, human relations, mental hygiene, guidance and counselling, volunteer community service, and international relations are held where well-known civic leaders are invited as resource persons.

The University has also assisted women in their professional growth. In business, women managers of business enterprises have been assisted by experienced businessmen and businesswomen in seminars sponsored by the College of Business Administration of the University. Women in home-making have been assisted by television programs for home-makers and free home-making classes.

The Philippine Women's University is the only university in the Philippines providing free home-making education for women and out-of-school girls according to the Chief of the Adult Education Division of the Bureau of Public Schools. This is a form of extra-mural service which the University provides the community. Rooms, facilities, and teachers are provided by the University free to women and out-of-school girls in order to help them elevate their standards of home and family living. This program was begun in 1952 and up to the present date 1,252 women and out-of-school youths have been educated on the

extra-mural program of the university.

Students attending the free home-making class come from all social and economic strata in the community. By occupation they are factory workers, laundry women, theater usherettes, market vendors, household help, home-makers, dress-makers, beauty parlor operators, and sweepstake-ticket vendors. By educational attainment, most of them have reached only the intermediate grade level. Students' ages range from twelve years to sixty years. The adult students are recruited by the students enrolled in the College of Home Economics. They follow the "each one recruit one" system. The women and out-of-school youths come from the vicinity of the University and some of them from towns near Manila. A few women come from the nearby provinces. A personal invitation or a letter from the Dean of the College of Home Economics is sent to the prospective adult student.

Since attendance is entirely voluntary, it is most important that instruction be such as to satisfy the practical needs of the students or they will not stay long in the class. The women and out-of-school youths are grouped into the following classes: 1) English speaking and 2) non-English speaking. Adult students of like or nearly like background are placed together. The type of work for each group is varied with the teacher giving attention to all students. The national language, Tagalog, is used by the teacher in teaching both groups of women.

A convenient time of class hours is decided by all students. Since the majority of the women students have families and homes to take care of and meals to prepare, an afternoon class between two to four is usually chosen. Classes are held five days a week for six weeks.

Women are interested in activities within which they see evidences of their own handiwork. It is observed that their interest is heightened when an activity or lesson is "close to home", or when it is a part of their attitudes, sentiments, and ideals. Major decisions are made by everyone such as electing their own class officers, dates for their socials, and their graduation program. An adult wants to experience success. Success breeds further success.

Clearly defined objectives are understood by the members of the class. All participants have a clear vision of their responsibilities and the importance of adult education to them. The objectives of the adult home-making class at the Philippine Women's University are to help the women to:

- a. become better citizens,
- b. make efficient use of available resources,
- c. guide children wisely,
- d. acquire skills,
- e. establish a wholesome attitude toward other people,
- f. adjust to changes,
- g. appreciate beauty,
- h. improve their homes,

- i. enjoy social activities and
- j. experience a sense of accomplishment.

Women's education embraces the learning achieved by women during their mature years. It is new learning, not merely a continuation of learning. Women's education stems directly from the women themselves. The curriculum is based on their present needs and problems. Education for the solution of problems in a democratic society includes the total range of human learning, from the learning of simple means of communication, reading and writing, to the actual solution of the most complicated problems of human relations according to Sheets, Jayne and Spence.¹

**SUGGESTED TOPICS FOR THE COURSE IN ADULT HOME-MAKING
AT THE PHILIPPINE WOMEN'S UNIVERSITY**

Area: CONSUMER BUYING

- Tips on buying
- Getting the most for your peso
- Being a good consumer
- Buying guides for home-makers
- Satisfying use of family resources
- Stretching the family peso

Area: HOUSING AND HOME FURNISHING

- Home landscaping
- Be your own home decorator
- Modernizing your home and its furnishing
- Furniture repair and refinishing
- Sewing for the home (slipcovers, draperies, etc.)
- Improving the kitchen
- Selecting (or making) and using accessories for the home
- Arranging furnishings for family living
- Color in the home
- Make your home attractive

Area: CHILD DEVELOPMENT AND HUMAN RELATIONSHIPS

- Parents and the teenager
- Understanding teenagers
- Preparation for marriage
- Guiding your child
- Living happily with our children
- Family members grow up together
- Adjustment to middle age and maturity

Area: HOME MANAGEMENT

- Economy in time, effort and money
- Improved methods of work economise time

1. Sheets, Paul; Jayne, Clarence; Spence, Ralph. *Adult Education — Community Approach*. The Dryden Press, New York, 1953, p.5.

Intelligent purchasing
 How to reduce the food bill
 How to save effort and energy
 Economy of supplies
 Cleanliness is next to Godliness
 Household management
 Management of household help

Area: CLOTHING AND TEXTILES

Clothes to fit your figure and pocket book
 Selecting becoming clothes
 Pattern designing and cutting
 Short-cuts in sewing
 Remodelling clothing
 Making children's clothes
 Clothing construction
 The fine points of fitting clothes
 What can we expect from the new fabrics
 Efficient use of the sewing machine and its attachments

Area: FOOD AND NUTRITION

Meals for busy home-makers
 Short-cuts in meal preparation
 Better meals on your budget
 Cooking for two
 Cooking for fun
 Thrifty meals
 Variety in low-cost meals
 Meals for weight control
 Meals for family health
 Food for special occasions
 Food for family fun
 New trends in food
 New trends with common foods

Area: RECREATION AND LEISURE TIME

Being a gracious hostess
 Entertaining at home
 Family fun
 Make it for Christmas
 Children's parties
 Profitable hobbies for the family

Area: HEALTH, SAFETY, AND CARE OF THE SICK

Home nursing
 Family bedside care made easy
 Home care of the sick
 Safety in the home
 Keeping the family healthy

A variety of methods is used by the teacher of the adult class.

Methods commonly used are discussions, panels, forums, roundtables, lectures, demonstrations, tutoring, laboratory work, audio-visual, and group dynamics. Very little use is made of the lecture method because it is largely a one-way process, from the teacher to students. It does not allow for much interaction between students and teacher or among students. On the other hand, much use is made of the discussion method. It is a process whereby the women can express, clarify, and pool their knowledge, experiences, opinions, and feelings. It is a co-operative process, in which several minds work together on a basis of equality and mutual respect towards either understanding or agreement according to Knowles.¹

PROPOSALS

In the light of the foregoing experiences in women's education, I would like to present the following proposals for developing a more functional program of women's education:

1. That women's education should not be limited to the under-privileged persons but should be given to all women, for every woman is entitled to a life of her own.
2. That different aspects of a woman's life be considered in the planning of educational programs by educators. A curriculum of education for our daughters according to Harold Taylor must contain those studies to which they may convert their talents and their lives to the service of others and to the preservation of human values — mathematics, poetry, the arts, and history.
3. That greater help be given to women on occupational orientation and upgrading. In the society of the future according to Mueller, "women will probably function more and more 'like man' as earners and citizens, and less and less 'like women' in their homemaking and cultural activities."²
4. That a closer liaison between colleges, universities, and public schools in the Philippines be made particularly on women's education.
5. That Philippine colleges and universities must envisage a much larger role in the education of women, both privileged and under-privileged in order to make women's lives more significant and socially useful.

A FORWARD LOOK

One needs to look ahead in order to know where one is going and

1. Knowles, Malcolm, *Informal Adult Education*. Association Press, New York, 1950, p.42.
2. Mueller, Kate, *Educating Women for a Changing World*. University of Minnesota Press, Minneapolis, 1954, p.21.

what road one should take to get there. Trying to see into the future is not an activity of only starry-eyed visionaries. It is engaged in by successful businessmen who are regarded as being especially practical.

A recommendation adopted by the Economic and Social Council in July 1961 at the proposal of the Commission on the Status of Women emphasized the gravity of the problem of illiteracy among women, recommended governments to give special attention to this problem and invited Unesco to pursue and develop its plans for assistance to states in their fight against illiteracy. The United Nations General Assembly, at its sixteenth session, invited Unesco (resolution 1677 [XVI]), "(a) to make a general review, at a regular session of its General Conference, on the question of the eradication of the mass illiteracy throughout the world, with the object of working out concrete and effective measures, at the international and national levels, for such eradication; (b) to present, through the Economic and Social Council, to the General Assembly at a regular session a survey of the position in the world with regard to the extension of universal literacy, together with recommendations on the measures which might be taken, within the framework of the United Nations, for co-operation in the eradication of illiteracy." In February and March 1962, the Secretariat organised a meeting of experts at Bangkok. Twenty-five women educators from sixteen Asian states took part in the meeting, at which they considered problems raised, from the standpoint of school and adult education, by the status of girls and women in these countries. They considered the measures taken or contemplated in several states for improving the situation and solving the social, economic or cultural difficulties which still exist. Despite the establishment of free primary education in most of these countries, despite social reforms, changes in family structure and the improvement of means of communication and transport, and despite the influence of community development programs, the isolation of rural areas still constitutes an obstacle, as do the low standard of living, the deeply rooted social traditions in country areas, and the lack of school guidance and occupational opportunities.¹

The population census of 1960 of the Philippines give the information that 72% of the population 10 years old and over are literate and the remaining 28% is composed of illiterates and a very negligible number of unreported literate adults.²

Here are some predictions for women's education in the Philippines:

1. Programs of women's education.

Informal women's education as carried on by several Philippine women's organisations of many kinds has produced im-

1. United Nations Economic and Social Council, *Access of Women to Education*, February 5, 1963, pp.16-23.
 2. *Progress in Adult and Community Education*. Bureau of Public Schools, 1963, p.19.

portant and lasting results in helping our women to improve themselves. The movement has caught fire and already progress has been made. Still more progress lies ahead.

2. Democracy demands more women's education.

It takes a trained intelligence on the part of women to make it work. More women's education is our best hope of coping with the problems of democracy. Democracy needs more women's education now, and will cry for still more in the future. Education is an investment in a democracy.

3. Automation and women's education.

Automation has at least five important implications for women's education in the future. These are:

- a. Women will have to bring their present skills and knowledge in whatever job they will be doing up-to-date.
- b. There will be many more service jobs.
- c. More women will be employed outside the home and more jobs will be open to them.
- d. More leisure time will be available as the number of working hours are reduced.
- e. As our social, economic, and political life becomes more complex and complicated, many new and crucial problems will arise in these areas. Women's education will be necessary for their survival.

4. Future educational programs for women.

- a. More areas of learning will be covered.
- b. More relative emphasis will be placed upon problems of democracy, international affairs, personal development, human relationships, moral and spiritual values, and preparation for leisure and old age.
- c. The content and methods of educational programs will be based upon more research than at present.
- d. The learning experiences will be more and more organized around problems and practices of real life.
- e. Every woman will be given both the opportunities to learn and the encouragement to learn as much as she can.
- f. A wholesome climate will be provided when women can question, disagree, argue, criticize, investigate, and gather reliable evidence to prove their points.

CONCLUSIONS

Women's education in the Philippines faces a task of immense proportions in the immediate years ahead, the task of helping millions of women all over the country to transform themselves into mature women. According to Friedan we need a drastic reshaping of

the cultural image of femininity that will permit women to reach maturity, identity, and completeness of self.¹

Another author said that "in this age, there is a need for a new breed of women who not only believe that education can make them better women, better mothers, and better home-makers, but who are not in the least afraid to say so."²

Those of us who are educators must see to it that women make a lifetime commitment to a field of thought, and to work of serious importance to society. We provide the new image. We need something like the G.I. Bill for women to help them educate themselves during their homebound years. Women must learn to co-operate with men, not as women, but as human beings.

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1. Friedan, Betty. *Feminine Mystique*. W.W. Norton & Co., New York, 1963, p.364.
 2. Strunk, Arlo Jr., *Is Education Wasted on the Housewife?* The Manila Times, August 23, 1964, p.12.

THE PHILOSOPHY AND FUNCTION OF THE UNIVERSITY OF THE PHILIPPINES' EXTERNAL STUDIES PROGRAM

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It is possible to speak of a kind of methodology having emerged from previous international conferences and becoming applicable to the analysis of the role of extra-mural programs in our universities and in our respective national educational systems. This being the first occasion for the University of the Philippines to be represented in these conferences on adult education — for the invitation we are thankful to the graciousness of the University of Hong Kong and its worthy representative, our esteemed colleague, Director Ieuan Hughes — I find my task of presenting our recently acquired experience and observation in this field greatly simplified and systematized by this methodology.

The national, or local, name and habitation with which one may identify experiences and ideas, as I started to do by referring to national educational systems, does not diminish the co-equal importance of the international aspects and objectives of our work. Thus we are gathered here because of our belief as educators in a common ground on which all systems stand and because of the universal rights and aspirations that we share as human beings, regardless of where we were born and where we teach. It is fitting that we recall one of the noblest provisions contained in the Universal Declaration of Human Rights, referring particularly to the teacher's mission:

- "1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

"2. Education shall be directed to the full development of the human personality, and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace."¹

Aside from sharing and supporting the internationalism of the United Nations' ideal of education as a universal human right, we can rely on a mutual understanding of the international level and character of the analytical principles hitherto applied to our subject matter of inquiry. Because we are dealing with the uses of the university, it is inevitable that we recognize universal standards of scholarship. We establish well-known levels of quality in university education, and from these baselines we strive to reach new heights of excellence. "To set new goals and directions for the University as the intellectual center of the nation" — to emphasize academic excellence as "the principal theme of this reorientation" — "to set its sights on *quality* rather than *quantity*": this is the way President Carlos P. Romulo has conceived the Development Program of the University of the Philippines.² It is a way of unity with the great traditions of university life at its best all over the world.

In his paper on the role of universities delivered at the Unesco Regional Seminar on Adult Education, held in Sydney, Australia, last January, Mr. W.J. McCallion³ cites Oxford as an example of the university adhering to the traditional concept of its functions, without necessarily disregarding the changing conditions of the world. In this type of university the extra-mural programs must be geared to its traditional philosophy, highly distinguished as this is in contemporary history as well as in olden times. On the other hand, when a university develops in an emerging society, it "becomes of necessity, not just by philosophy, a community institution." Mr. McCallion cites the example of the Inter-American University of Puerto Rico as described by its President, Dr. Ronald C. Bauer. Thus, these two universities are differentiated — each one performing functions best suited to its own society.

It may be useful to look more intensively at this differentiation. The concepts of traditionalism and development need additional clarification both in the context of the two examples and in the background of a mutual understanding of international standards of university education. Moreover, in extending our inquiry to the role of

1. *The Universal Declaration of Human Rights* (A Guide for Teachers), UNESCO, Paris, 1953.
2. *Report of the President*, 1963, University of the Philippines, Quezon City, p.10.
3. *The Role of the University in Adult Education*: in *Report on the Unesco Regional Seminar on Adult Education*, Sydney, Australia, January 18-February 1, 1964, by Miguel B. Gaffud, Philippine Delegate.

some universities in Asia like the University of the Philippines, we would find novel linkages between tradition and growth, nationalism and internationalism. None would mistake the strength of tradition in Oxford as antithetical to growth and response to the challenges of change. Likewise, President Bauer would be expected to foster intellectual growth and academic excellence along with community service, with some flexibility in the pattern of priorities to allow the most fruitful responses to opportunities and limitations.

For the University of the Philippines, one might speak, first, of traditionalism in positive terms and as a creative process with reference to its conventional connotation of academic excellence. Thus after fifty years as a primarily teaching university preparing youth for the professions in a modern society, developing trained manpower to administer government services, to take care of the country's health, economy and education, the University is now crossing the threshold from undergraduate teaching to graduate instruction and research work. As President Romulo said in his 1963 Report:

"Clearly the University of the Philippines is now at the stage where it could move on from a predominantly undergraduate teaching institution to a research and graduate institution. This contemplated leap in the progress of the State University is a bold and decisive one; yet it must be done — preferably in the next five years — if the University of the Philippines is to achieve the status of a great institution. It was our singular concern during the year, therefore, that the graduate program should be infused with vigour, although not at the expense of the undergraduate program. Henceforth, any and all additions to the financial support of our academic program should be devoted primarily to the improvement and growth of the Graduate School. There is no reason, for example, why the University should not be offering Ph.D. degrees in sufficient numbers in some of its areas of competence. It is my plan to see the University grow in the next three or five years in this particular direction."

Traditionalism, understood in its fundamental and creative meaning for higher education, is not separable from progress, growth, or development in the sense that the pursuit of excellence in the intellectual life is the University of the Philippines' present and future task. To achieve the status of a great institution is to fulfil the university's classic goal. It is to add to the fund of knowledge, not just to borrow a little or a lot. It is to improve the ratio of Ph.D.'s in the faculty from about 20% at present to at least 60% in five years. It is to produce leaders and creators, not imitators. It is to educate future heads of state, as the University of the Philippines has educated four out of six presidents, from President Roxas to President Macapagal, and to make even better future presidents. It is to

educate scientists, humanists, artists, and men of action according to the best that man has felt, thought, and done in the complete record of the human race.

This growth as the self-realization of the classic ideal of a university is part of the traditional philosophy of higher education. On the other hand, the concept of growth or development we have newly absorbed in contemporary thought about developing countries is a different kind. This is the kind which discussions of the role of universities in adult education use during several past conferences as a frame of reference. This new concept is understood, as the idea of traditionalism has been mutually understood, by both those who come from either developing or affluent societies and countries. This special concept of development is applied to the not yet affluent countries, where one finds distressingly low levels of literacy, sanitation, and income. These are the countries which were mostly colonies until just after the last war, where one can use the expression, "there is much room for improvement" in an ordinary sense, not in the sense perhaps that the expression could apply to affluent societies if we were talking of Pierre Teilhard de Chardin's expectation of the highest stage of human evolution.

There are a few well-known national and international facts about education which I wish to review in order to give some density, or solidity of specification — applying a Jamesian phrase — to our understanding of this second type of developmental needs and challenges. It is certainly the duty of our universities to commit themselves to the world-wide movement to change the sad human situation these facts reveal. According to Unesco's International Committee of Experts on Literacy, illiteracy in the areas known as East Asia, South-east Asia, Middle East, South Central Asia, and Africa are at various levels upward from 45%-50% in East Asia to 80%-85% in South Central Asia and Africa.¹

Unesco adopted the Karachi Plan in 1960, for the advancement of universal primary education in Asia within 20 years. A survey by Dr. E.A. Pires reveals that, conservatively speaking, 9 million newly trained teachers will be needed to carry out this plan.² Furthermore, except in Japan and the Philippines, the actual teaching corps in the other Asian countries include inadequately trained teachers whose percentage ranges from 50% to 75% of the total. These staggering difficulties in securing the right quantity and quality of teachers for primary education in Asia are worsened by similar hardships in creating more training institutions and developing their staff of teacher

1. *First Unesco Meeting of the International Committee of Experts on Literacy*, Paris, April 1-10, 1964; Report by Miguel B. Gaffud, Philippine Delegate.
2. *Primary Teacher Training in Asia*, Unesco, Bangkok, 1963, p.6 and p.240. This survey was made preparatory to the establishment of regional centers of educational training and research. One of these centers, under the joint sponsorship of Unesco and the Philippine Government, is at the University of the Philippines, to train teachers of teachers, and Dr. Pires is a member of its instructional staff.

educators. These are some of the hardships faced by a population of about a billion and a half Asians, of whom there are about 127½ million primary pupils, or one primary pupil to 13 people.¹

Such is the broad Asian background of educational and cultural deprivation on which Unesco, a variety of international organizations, and a series of international assemblies, conferences, and seminars attended by dedicated men and women hope to help countries individually or regionally to achieve progress, growth, or development. For the Philippines, our facts look somewhat better, as for example, our ratio of one primary pupil to every six people. However, we continue to struggle with problems characteristic of developing countries, aggravated by a population explosion at one of the world's highest rates of annual increase, complicated by exploits — including transient as well as proudly enduring achievements of freedom — in testing the potentialities of the Western democratic political process, and compounded by the yearly recurring crisis of shortage of rice and of schools.

To place our national picture side by side with that of the Asian world, I wish to direct special attention to the problem of teacher education. As of 1963, illiteracy has been reduced to 28% in our population of 30 million. We have six million children and young men and women in public and private schools, taught by over 175,000 teachers. Of the total number of children who are of elementary school age (or "primary" as usually called in other Asian countries), 81% or about 4½ million children are in school. The enrolment in higher education — which is about 400,000 — is 90% in private institutions, with the remaining 10% divided about evenly between the state collegiate institutions under the Bureau of Public Schools, and the University of the Philippines.

The University has a collegiate enrolment of about 12,000. The majority of the teachers in our public schools, about 65%, are products of private colleges and universities. Last year, these private institutions included 399 colleges with a teaching staff of about 39,000 and had an enrolment in their teacher education colleges of 83,000. The University of the Philippines last year had a teaching staff of about 1,400 on full-time and 200 on part-time duty. We had an enrolment in teacher education of about 200 undergraduates and 170 graduate students, of whom 50 received the Bachelor's degree in Education and 60 the Master's degree or a Certificate on the graduate level.

Our University External Studies Program, which started in 1961-62 had 900 students last year, distributed over 12 centers. Most of them are school teachers. We had 33 regular faculty members of the University on the program. These faculty members handled the extra-mural classes as an extra load. They taught 25 different courses

1. *International Yearbook of Education*, 1961.

selected from the regular university curricula of eight different areas or departments of subject matter. These areas are Education, English, Law, Political Science, Public Administration, Public Health, Social Work, and Speech.

Since 1961, as many as 20 departments have offered extra-mural courses. These include the College of Law, which is here counted as one unit, although it has offered widely differentiated courses like Administrative Law, Taxation, Labor Law, and Business Associations. Our program has covered 53 undergraduate courses, and 55 graduate courses. The latter includes the law courses. Teacher education courses, as I indicated earlier, have preponderance. There have been 28 different professional education graduate courses. It is important to observe that next in prominence to these teacher education courses are those in Social Work, Health Education, Public Health and Public Administration.

An outstanding significant achievement in the planning and administration of our extra-mural classes emerges as an important aspect of the University's role in society and government. The nation's needs in teacher improvements, in social work and in health education have an urgency and magnitude in our developing societies which the individual ministries of the government responsible for them should not be expected to tackle without the assistance they ask for from other government agencies. Just as the educational needs and problems implied by some facts we have supplied cry for the fullest use of our human and material resources, so do similar facts of health and social welfare present similar demands.

Besides individual effort, we have rediscovered and extended as far as possible the benefits of teamwork. The University has not only emerged as a center of growth and service, according to its own legitimate function as the State's highest institution of learning, but also acquired new stature with its dual role of leader and teamworker. Thus it participates actively in inter-agency projects with the Government's Department of Education, Social Welfare Administration, and Department of Health in the training of key personnel for special assignments. Through the External Studies Program, the University has expanded and strengthened co-operation with Government services in addition to the opportunities and programs carried out on the campus and utilized also by numerous Government agencies.

Many notable factors combined to make teacher education the most prominent contribution of our External Studies Program. During the last ten years, educational systems all over the world experienced severe self-criticism and were buffeted by strong winds of controversy. This particular offensive of public opinion on the citadels of learning and the barrio schools is not over yet. We need not be detained by the innumerable details of the story, but we certainly recognize the main target, which is the quality of teaching. *The Times*

Educational Supplement of August 28, 1964, reports the complaint of the British Employers' Confederation that "young people entering industry cannot read, write or calculate efficiently enough". The complaint is that "too many of our young people are still leaving school at best *semi-literate* in the baldest sense of the term." The National Union of Teachers dispute this opinion of employers, but the National Association of Schoolmasters agree with the latter.

Professor Oscar Handlin observed a few years ago in America, "nor can we blink at the fact that the quality of those teaching has steadily been falling."¹

The *Education Quarterly*, of March, 1964, published by India's Ministry of Education, is devoted to a symposium on the subject, "Are Our Educational Standards Falling?" I quote the following words of S. Bhattacharya on page 22:

"An objective study of the teacher training program with reference to the aforesaid half a dozen points is needed before a definite answer is attempted regarding the educational standards in the teacher training institutions in India. A complete survey of this field may result in a confusion as the answers to most of the questions are not likely to be definite. The answers are bound to vary from place to place but the general trend of answers would perhaps indicate a gradual deterioration of the educational standard in the training institutions."

Representing two generations of teachers and creative writers in the Philippines, Dr. Pura S. Castrence and Mrs. Kerima Polotan have deplored within the same week, for almost the same reasons, the quality of teaching in the Philippines. Dr. Castrence characterizes teaching as lax and blames it on "permissiveness which seems to be the rule in our country." Permissiveness, she said, is a shabby principle of living.²

Writing in the *Philippines Free Press*, October 24, 1964, Mrs. Polotan observes that the fashion in the rearing and teaching of our children, contrary to her experience as a child, labels discipline as *passé* and permissiveness as the thing on the authority of today's psychologists. And how illiterate are these children when they appear in college classes? She finds that:

"The majority are inconceivably so. It isn't till one receives an avalanche of their written answers to some questions posed in class that one realizes how badly the educational system in this country needs a good going-over."³

It is almost superfluous to add that the April 1964 Unesco meeting in Manila to consider means of improving the quality of education in

1. The Crisis in Teaching, in *Atlantic Monthly*, September, 1956, p.35.

2. *The Manila Times*, October 21, 1964, p.10-A.

3. *Philippines Free Press*, October 25, 1964, p.30.

Asia pointed to "the teacher as the focal figure in improving standards."¹

The effective force of dire necessity is embodied in this universal concern for the improvement of teaching and the quality of education. However, the challenge is never really sufficient alone to explain a phenomenon like the response of our External Studies Program. For at the crucial moment the issue turns around the human factor. In this case, the dedication of the members of our Faculty of Education in the University deserves our highest tribute. They and their few colleagues from other units have borne the brunt of the sacrifice, the risks on poor and forlorn roads, the discomfort of rural accommodations, and the strain of teaching under totally different conditions a group of special mature people away from the campus. They serve beyond the call of duty without compromising university standards, by which yardstick only one, a provincial academic supervisor, has been awarded a Master's degree out of our annual average of 800 extra-mural students during the last three years.

The pursuit of intellectual excellence as a creative traditional mission of the university, the commitment of university men and women to the improvement of the human condition in their native land, their region, and the world, the emergence of new techniques in social organization, and the translation into desirable and benevolent action of the deep springs of human motivation for service and achievement have acquired from our experience with extra-mural studies at the University of the Philippines a special significance as well as endowing that experience with real value. This is what I have tried to describe, I am afraid, not too successfully.

It is even harder, but still imperative, that we apprehend in this experience a larger if suspiciously vague meaning. Dr. Fred Hoyle, wondering over the downfall of the Mesopotamian civilisation which began with astounding intellectual and material promise, and endured from 5000 to 3000 B.C. derives certain interesting reflections from its history.² First, because of our universal dread today of the monstrous transformation of the environment and our biological structure of which the misuse of atomic energy is capable, there is contemporary importance to the observation of Dr. Hoyle that civilisation retains hope of revival after one downfall provided the natural resources are not ruined and knowledge is preserved.

To prevent the downfall, however, the responsibility lies with the men who are the custodians of knowledge, as the temple's divine corporations were in ancient Mesopotamia. Moreover, the intellectual activity of these custodians is not in itself sufficient, for it may continue to flourish but in idle and esoteric forms like magic, rather than in

1. *Report on the Unesco Meeting of Experts, Manila, April 21-28, 1964*, by Miguel B. Gaffud, Philippine Delegate, p.12.

2. *Man and Materialism*, Allen and Unwin, London, 1957, pp.36-43.

creative and humanly productive developments. This creativity needs, interestingly enough, not just the dialogue of peers, but a cross-fertilization with the grassroots.

When the divine corporations of Mesopotamia broke off their early close relations with the craftsmen, when the former enjoyed their supremacy frivolously and engaged in the pursuit of magic, abandoning their early scientific studies which had nourished technology and craftsmanship, when the latter class were reduced from freemen to slaves, then came the fall of Mesopotamian civilization. In this ancient human record, we today may find wisdom for the management of the uses of the university in the trembling but undying faith that we can save the best of our civilization and the human race from self-destruction.

WORKERS' EDUCATION AND THE UNIVERSITY

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"Workers' education" is a new, and even strange, term in developing countries. It is becoming, however, an area of increasing concern and interest because of the emerging role of trade unions in the economic, social and political life of the nations and the growing recognition of the labouring masses as vital components of a free society.

What is workers' education? Concepts vary depending upon desired goals. Gus Tyler, Educational Director of the International Ladies Garment Workers' Union, speaks of the objective of labor on workers' education as dual: "institutional and social. It seeks to develop mechanics able to operate the complex machinery of modern unionism and also to train missionaries able to articulate labor's special Sermon on the Mount. The optimum goal is the mechanic with missionary zeal. Or conversely, a missionary who can tinker with the trade union machinery without losing his hand — or his head."

Projecting an international view on workers' education, Mr. Albert Guigui, Workers' Education Division of the ILO states:

"it is the worker in man that workers' education seeks to reach, in order to unleash in him the maximum creative energy, in order to arouse in him a consciousness of his social responsibilities.

"As a consequence, workers' education is essentially social training of the individual in his milieu, in order to enable him to make his contribution to collective action on this milieu, whether to transform it or create new relations between it and other sectors of society."

On the basis of this concept of the underlying purpose of workers' education, the ILO advanced a definition of workers' education as:

"All educational activity which seeks to provide workers with the equipment that will help them develop their capacities and enable them to fulfil more adequately their trade union and related functions and to participate more actively in the economic and social life of modern society."

While the content and emphasis of workers' education may vary — depending upon such factors as national structures, level of economic development, the status of the worker in the economy, the degree and state of development of the trade union movement, its primary function is to serve the trade union movement by educating both the rank and file and their leaders for effective participation in the movement and in society.

If the function of workers' education is to serve and strengthen the labor movement, the fundamental question to be asked is what kind of unionism could best contribute to economic development and to the building of a democratic social order. Let me share the thought that the type of trade unionism which could make such contribution should be free, democratic, strong, and responsible.

The challenge to workers' education in Asia is to assist in the development of this type of trade unionism.

The education of the workers and trade union leaders to achieve such a goal should be the primary responsibility of the trade union themselves. Unfortunately, trade unions, particularly in Asia, do not have the resources to undertake programs of workers' education on an effective scale. Furthermore, the whole nation has a stake in the type, direction, and the growth of the trade union movement.

Justifying the expenditure of twenty million rupees (\$4,166,000) for India's program of workers' education, Mr. Abib Ali, Deputy Labor Minister, said:

"I have heard it said that workers' education should be left to the trade unions to organize and the state should not come into the picture at all. I think it is an echo of the old argument that the state should not intervene in economic and social matters. It is true that in many advanced countries trade unions and other private organizations have done a wonderful job in promoting workers' education. But most of the countries represented here will have to wait for long if trade unions and other welfare bodies are to develop their resources to be in a position to take up this work. And the precise point is we cannot wait."

Should universities and colleges make a contribution to the field of workers' education? No better justification could be offered than to quote Mr. Joseph Mire of the Inter-University on Labor Education who said:

"The worker, the union and the public alike have an important stake in workers' education and stand to benefit by it. Without broad programs of education, unions as the organization of workers, cannot hope to discharge adequately the many tasks and responsibilities which follow from their present strength in numbers and their position in society.

The public, on the other hand, has just as much of a stake in having trained union officers as it has in having trained businessmen, doctors, lawyers, or bankers . . . If an intelligent labor movement is essential to democratic progress, then education of labor leaders is as important as education of financiers and engineers. The failure of colleges and universities to maintain departments for higher education of workers, is from the standpoint of democracy, little less than a calamity."

It is on the strength of this belief that the University of the Philippines has accepted the responsibility of administering the program of labor education in the country — a program which was initiated under the joint sponsorship of the Philippine Government and the United States Government as an essential phase of the over-all economic and social development program of the country.

There are a number of universities, both in the United States and in England, which could point with pride to several decades of service to the trade union movement and to society through their programs of labor or workers' education. The organization of the Inter-University Institute on Labor Education and the holding of an international conference on "Educational Instruction and International Labor" at Michigan State University on March 25-30, 1962, as a feature of its centennial celebration reflect the degree of acceptance by universities of their responsibilities in workers' education.

In Asia today one of the most ambitious programs of workers' education on an extensive scale, I believe, is in India, sponsored by the Government of India pursuant to a study made by a group of experts sent under the auspices of the Ford Foundation. There are at present three important agencies operating on a regional level which are seeking to promote the training of trade union leaders, namely: (a) the Asian Trade Union College of Calcutta, India, which is sponsored and supported by the International Confederation of Trade Unions (ICTU); (b) the Afro-Asian Institute for Labor Studies and Co-operation at Tel Aviv, Israel, under the Histadrut with scholarship support from the AFL-CIO; and (c) the Asian Labor Education Center at the University of the Philippines, which started as a joint project of the United States and Philippine Governments.

A survey of universities in Asia would indicate that the pioneer in the field of labor education is the University of the Philippines through its Labor Education Center which was set up in May, 1954 and which became the Asian Labor Education Center in 1958 when it expanded its operation on a regional level. It is interesting to note, however, that the University of Malaya in Singapore has started to adopt a program of education for trade unions in their area. The University of Hong Kong, through its Extra-mural Department, I believe, has also adopted a program of workers' education though on a limited scale.

The establishment of the Labor Education Center at the University of the Philippines in 1954 could be traced to a report of the United States Economic Survey Mission in 1950 which found that "both industry and agriculture have been very prosperous in the Philippines since the end of the war, but little of this prosperity has seeped through to the working forces." The Mission found the labor movement to be "confused, haphazard, and chaotic," and recommended that "a small group of capable American trade unionists help and advise the Philippine trade unions in developing responsibility and eliminating communist influence within their ranks."

On the basis of this report, the need for an agency which could serve as a clearing house to administer a labor education program on a national scale became apparent. The University of the Philippines was chosen to administer the program for several reasons: its unquestioned tradition of excellence in education, its integrity and non-involvement in politics and in labor-management disputes, and its recognized role as a leadership training institution of the country.

The Center was established with two basic objectives: (1) to provide the climate for the development of free, democratic, strong and responsible trade unions and (2) to promote the growth of healthy labor-management relations.

It has two kinds of program — the Philippine program and the Asian program. Under the Philippine program, the Center conducts:

(a) Field Institutes ranging from one week to three weeks duration, known as Union Leadership Institutes.

(b) Resident Labor Training Schools conducted twice a year on a residential basis, with participants drawn mainly from the various field institutes. These schools last for about two months each. Under this type of training, the sponsoring unions assume travel expenses of participants while the University of the Philippines offer scholarships to cover room, board, and other incidentals while undergoing training. This is the highest labor leadership training program for Filipinos offered by the Center.

(c) To encourage the various trade unions to set up their own labor education programs, the Center conducts at least once a year, a training program for Union Education Directors. This is also residential and usually lasts from two weeks to one month.

(d) Special programs. Upon request, the Center has conducted seminars on labor-management relation in various companies for both labor and management, on labor laws and labor relations for police officers, on social security, on co-operatives, on shop stewards, and union accounting.

For its labor leadership training program, the emphasis has been on subjects related to union organization and structure, union administration, collective bargaining, labor legislation, labor economics, union responsibilities, co-operatives, labor education techniques, trade unionism and democracy.

Classroom instruction is supplemented by visits to factories, visits to various agencies affecting labor, and to well-established labor organizations.

The Center's policy has been to develop leadership from the rank and file. Therefore, most of its participants are drawn from the labor movement.

Since its founding in 1954, no less than 16,000 have participated in the various programs of the Center.

After ten years of operation, what could be said of the Center's program for the Philippine trade union movement? While there is much to be done as yet to build the desired trade union movement, it could be said that there is now an emerging type of leadership from the rank and file instead of depending on lawyers and politicians as was the characteristic of labor leadership in the past. There is a growing, skilled leadership in contract negotiations, the processing of grievances, the conducting of union meetings, the accounting of union funds, and participating in labor-management conferences. There is a labor leadership today that believes in collective bargaining, in trade unions being free from the control of politicians, and in the democratic way of life. On the debit side, we continue to have a fragmented movement, company-dominated unions, a number of insincere and dishonest labor leaders, and a mass of workers still apathetic to trade unionism. There is much to be done to build a well-informed, responsible, and strong labor movement, which could be a potent force for good government and for raising the standards of living of the people.

The other type of the Center's program operated on a regional basis, is called the Asian Labor Leadership Institute or ALLI, conducted twice a year of two months' duration each, with participants drawn from the trade unions of the various Asian countries. This is a residential type of program and is supported mainly by grants from the U.S. Agency for International Development and the University of the Philippines to cover expenses of travel, room and board, and incidental expenses. In this type of program, the Asia Foundation, UNESCO, ILO and the Colombo Plan have also provided scholarship grants.

The Asian program started in January, 1960, as a result of a \$372,000 grant from the International Co-operation Administration (ICA) and now the AID to provide facilities and staff for the Center to expand its program on a regional level. American advisors were provided during the first two years of its operation.

Through ten Asian Labor Leadership Institutes conducted alternately with the domestic residential program, the Center has trained 241 participants representing such countries as Indonesia, China (Taiwan), Japan, Korea, Malaya, Ceylon, Singapore, South Vietnam, India, Pakistan, Hongkong, and Burma.

Under the Asian program, opportunities have been provided for trade union leaders in Asia to come together for study, fellowship, and inspiration. As a participant from Malaya wrote, "staying together

under the same roof promoted the feeling and understanding of international brotherhood among the participants. This is something we cannot learn from books and lectures."

While the curriculum is patterned after the domestic residential program, the approach and methods of presentation take into account the varying practices and traditions of the participating countries. Simultaneous translation equipment is available for the use of participants who are not too fluent in speaking English.

Under this program, the participants are encouraged to analyze their own trade union movements, their strength and weaknesses, and discuss possible approaches to meeting their problems. In an academic atmosphere, trade union leaders acquire a spirit of inquiry and a sense of objectivity that enhances their growth as effective, responsible leaders.

Recognizing that many of the present or potential labor leaders in Asia do not possess a good command of the English language, the Center has started to conduct one multi-lingual institute with the assistance of interpreters and another institute just for English-speaking participants. All participants are exposed to teaching methods and techniques in workers' education in order that they could teach their fellow trade-unionists upon their return.

Guest lecturers from other countries have been invited to strengthen the local staff in the Asian program.

The Center is seeking to meet the challenge of labor education within its limited resources and staff. But the task to be done is of tremendous magnitude and I believe that every university could make a valuable contribution to the struggle of the workers for a better and meaningful life.

In facing the challenge of workers' education in Asia let me share with you the thoughts I have expressed two years ago in the conference on "Educational Institutes and International Labor" at Michigan State University:

"The first goal or responsibility of labor education in under-developed or developing areas is to train informed, intelligent, and dedicated labor leaders from the rank and file and supplant the leadership being furnished by politicians, government bureaucrats, 'labor dealers' and by those who use the trade unions to subvert democracy. We need to have informed labor leaders who in turn believe in building an informed and enlightened membership.

"In countries where the labor movements are young and in the initial stages of development, the training of officers on such subjects as trade union structure and organization, labor history, union administration, labor economics, keeping book of accounts, collective bargaining, labor legislations and parliamentary law, deserve top priority.

"It is of utmost importance, however, that the labor lead-

ers should be educated 'on the value of democracy and the need to preserve it and to discriminate between those who really believe in democracy and those who pretend to believe in it, and use democracy just to sabotage democracy.' These are the words of Shri G. Ramanujam, Vice-President of the Indian National Trade Union Congress, who further declared:

'If trade unions are to educate their members properly, the educators themselves must first be properly educated. I am doubtful whether the basic philosophy of trade unionism has been appreciated in countries in Asia, including India, by all workers and all leaders. If they had correctly understood this basic philosophy, there could be today no trade union under the leadership of those who do not believe in democracy. Yet we find in this part of the world, people who believe in totalitarian methods, the very opposite of trade union foundation, flourishing as trade unionists. In these cases, the trade union is not for the workers, but the workers for the unions, and the unions in turn for party, which party in turn has no roots in the native soil, and is made to function through a process of remote control to the requirements, not of the workers, but of political policies often detrimental to the worker's interests, including preservation of his own individual freedom.'

'If we are to advance the cause of freedom and of social change under peaceful means, the task of labor education is, first of all, to make the trade union leaders understand the philosophy and the role of trade unions in a free society. It is for this reason that in our labor education programs in the Philippines, the subject of 'Trade Unions and Democracy' is a pre-requisite in all our labor leadership institutes for Filipinos or Asian trade unionists.

Weaknesses in Asian Labor Movements

"In the Asian scene, equally as important as the training of responsible, informed, and dedicated labor leaders is the education of the great mass of workers — the rank and file — for active and intelligent participation in the affairs of their unions. A democratic labor movement with vitality and drive can only thrive if this kind of participation is developed. Unfortunately one of the major weaknesses of unions in Asia, is the apathy or indifference of workers, organized or unorganized, towards the labor movement. This could be attributed to unfortunate experiences of some members in joining unions, the fear of losing one's job in the

face of acute unemployment, lack of confidence in present-day labor leadership, or ignorance on the role and importance of free trade unionism. One of the major tasks then of labor education is to break this worker's apathy and infuse in him the spirit of pride and loyalty in the labor movement.

"In planning a program of labor education, particularly in Asia where more than one-half of the world's population live, due regard must be made of certain major weaknesses from which its labor movements suffer. Among these are:

1. fragmentation or disunity,
2. government and employer interference or control,
3. poor finances,
4. control of political parties,
5. apathy of workers, organized and unorganized,
6. lack of dedicated, trained labor leaders.

"An analysis of such weaknesses would reveal that at the root of such weaknesses is the lack of education — the want of enlightenment on the part of the workers themselves. An enlightened and alert membership would not tolerate incompetent and irresponsible leadership, would be impatient with fragmentation or disunity in the labor movement, would pay their dues willingly and regularly, would not countenance the domination of their organization by employers or by politicians, and would keep the unions as free, democratic, and dynamic institutions.

"An enlightened membership would also be aware of labor rights and obligations to employers, to the government, and to society. Such knowledge on the part of the workers would lead to industrial peace, to industrial democracy, and to social and economic growth.

"There is another aspect of labor education which the Deputy Minister of Labor of India, Mr. Abib Ali, sought to emphasize in a recent seminar on labor education:

'I would suggest that in a developing country the work of unions should be informed with the higher purpose of active assistance in accelerating economic development. They should have an ideology — the ideology of development, if you like. I am not suggesting that workers and their unions should be disciplined into compliance as in certain systems in the present world. But I do suggest that they should, of their own accord, discard the old futile postures of fight and develop the more fruitful attitude of responsive co-operation.'

He further declared:

'There has been a revolution in the expectations of the people long resigned to poverty. Industrializa-

UNIVERSITY ADULT EDUCATION FOR INDUSTRY, COMMERCE, AND BUSINESS

Professor J.A. McIntyre,
Director of Extension,
University of Western Ontario, Canada.

Extra-mural departments occur in a wide variety of shapes and sizes throughout the world. Inasmuch as they usually reflect the cultural and community requirements of their location and upon occasion may even mould cultural patterns in their community, invariably they are departments of influence and possibly even of power. One needs only to mention it, to emphasize the responsibility incumbent upon an extra-mural department — responsibility to the institution of which it is a part as well as to the community in which the institution exists.

In my view an extra-mural department may not act apart from its basic definition as a department of the university. This means to me that it extends the university to the community, frequently in imaginative ways previously unexplored. But the frame of reference constantly before the extra-mural department is a phrase such as, what does the university do about this subject or course or problem.

Imaginatively, the extra-mural department may lead the university in directions or to undertake the study of subject matter which up to that time the university has not included in its curriculum — which is to say its definition of purpose. The test in this is whether or not what is being proposed can and should be investigated and taught at a level of principle as opposed to a level of technique.

Permit me briefly to tackle the crusty problem of what is university level before providing some illustration of what I have in mind.

I have referred above to the level of principle. This seems to me to be the key. The subject matter investigated and taught at a university ought to be the most complicated and difficult aspect of that subject. The less complicated aspects and the less uncertain aspects ought to find their way into institutional forms appropriate for teaching technical application. This leaves the way open to the university to establish and teach the application of principle —

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a different problem entirely. On the other hand it does not confine the university to continue to teach only what is now taught, nor close the door to the investigation of problems yet undefined or seemingly at the moment not suitable largely because traditionally they have not been part of a specific university curriculum. Universities are notoriously conservative institutions and the extra-mural department is one place in which tradition can frequently be successfully challenged.

For instance if an organisation outside of and separate from the university asked the extra-mural department to provide space for the classes the organisation was planning, wished joint sponsorship of the courses by the university extra-mural department but arranged their own curriculum content, and lecturers, in what sense could it be argued that this was a university course? Only by virtue of the fact of physical location would such work be university work. Clearly the university is being used — prostituted if you care to be blunt — because in many societies today association with a university confers high status — or as it has been put to me "the course will sell better". In this instance prostitution would be true even if the subject was one taught at the university.

On the other hand let us suppose it becomes apparent to the extra-mural department that needs exist in the community for courses in subjects related to business, commerce and industry (to begin at last to focus on the specific subject of this paper) and no business or commerce faculty as such exist at the university — can the extra-mural department legitimately begin to organise such courses? Since this is a subject area which rests upon economics, geography, mathematics, engineering and sociology one certainly need not apologize for considering such an undertaking. Leadership and imagination are involved in such a plan in order to involve the existing departments in the teaching of subjects which perhaps will embody some new elements with the ever-present possibility that in time such a systematically organized subject matter might well grow from a part-time aspect to both a part-time and full-time aspect of the university with faculty, research and all the appurtenances.

In these two ways as well as many others the extra-mural department will protect and safeguard as well as act as a growing point of a viable university.

Let us now turn more directly to the problem in hand, that of university adult education for business, industry and commerce.

In many societies commerce has been regarded, as indeed it often is, as the market place, the place of haggle and sly competitive activity, not at all a place for which one would require a university preparation. Indeed, it may well have been considered that a university education would have been a poor preparation for entry into the business world. Experience was the great preparation and demonstrably practical — those who learned and profited from that learning were

successful and the others weren't. Book learning was suspect in the market place and the market place was a place of mystery and suspicion for those preparing themselves for government service, the church, or the world of study.

Although some of these attitudes may still exist in isolated places a much greater awareness of the significance of economic activity for society as a whole exists quite broadly in societies. The economic activity is increasingly appreciated as virtually the life blood of the community or the country. Even in these instances where 'free enterprise' may not exist, there is no doubt about the urgency of economic problems, the necessity for solving them and the marked attention devoted to the provision of resources appropriate to their solution. Frequently the economic issues loom as the most critical and significant in the community. It is easily apparent that in the absence of a viable and effective business element in a community the economy will not prosper and all other activities will suffer as well.

As economic activities have become more complex, more inter-related, and more involved internationally it is apparent that industry and business must be based on a level of education quite unknown in an earlier day and not always completely appreciated as far as the depth of education is concerned even today.

A much larger number of well-educated persons is required in all countries today than ever before. The rate of change that we all observe around us contributes importantly to this requiring increased resourcefulness and flexibility of us all. But equally important is the application of imaginative and trained minds to the problem of expanding the economic base of a community or society. This in today's world will not be done efficiently in the absence of a well-educated general population, a high percentage of which has experienced the refining of a university education. That a portion of this percentage should be specifically studying business is, I think, implied in what I have said already, just as to ensure the physical health and well-being of the population some portion of this percentage must study medicine and public health.

What part can universities play in recognizing and meeting this need? And specifically what part can the extra-mural department play in this situation?

The simple answer is that just as in engineering, and medicine, to select only two of many examples, the university should lead in attempting to meet this need, while recognizing that it fulfils its function within the frame of reference to which I referred at the beginning of my remarks.

An examination of the curricula of many universities will reveal that in many respects this leadership is apparent. The study of economics, for example, has a long and distinguished history in a great many universities although it is not always as apparent from the ap-

plication of economic theory that the business community has learned all the lessons which are available.

It is an interesting question, however, whether or not we in universities (both adult education departments and otherwise) have yet given priority to systematic research and teaching in business, which the importance of business activity justifies. Have we not ourselves perhaps fallen into the assumption that economics and accounting were after all the fundamentals and such activities as marketing, labour relations or inventory control merely applications possibly inappropriate to investigation and teaching at a university level? Whether or not the point is well taken, and I do not suggest it as a universal truth, but rather in the fashion of this whole paper — a think piece, the issue of a systematically organized programme of study for people in business and industry remains.

It seems to me that in order to be effective in the world today, i.e. competitively effective, society must utilize the most modern application of knowledge in economic activity. Knowledge and its application does not move around in a vacuum as we are all well aware. People are the vehicle. Therefore we must conclude that some of the most talented persons in the society must function in the economic sector for that society to be effectively competitive. Seemingly the preparation of such people whether by means of undergraduate courses or through the medium of adult education classes must surely be among the most critical tasks a university could undertake.

The growth in the size of business organisations and the resultant complexity encourages me in this view. The tendency of some persons in Hong Kong, for example, to gain admission to universities in Europe and North America in order to study business, suggests the recognition of the applicability of this knowledge to the local situation. The co-operative arrangement between the Department of Commerce, University of British Columbia and the University of Malaya whereby Canadian professors specializing in business subjects are in South-east Asia assisting in the establishing of a Department of Commerce at the latter institution underlines the importance to be attached to the study of business.

It seems to me simply inappropriate to attempt to send any substantial number of people to study in Europe or North America. In the first place population pressures there place university space at a premium which will tend to reduce the ready available opportunity. More important, however, and although cultural contact and interchange is of course desirable, cultures ought to strive to establish indigenous institutions which only meet local needs and perhaps reflect more accurately the specificity of the local culture. This is a plea for self-development as opposed to continued dependence but is not intended as a device for emphasizing petty nationalism either in business education or otherwise.

Again the question, what is the university's responsibility?

Of course, if a university doesn't exist then the question for the moment disappears.

But where it does exist no matter how timorously, it should initially energetically insist upon a broad and well-established primary and secondary educational system without which obviously the requisite raw material for the university will be lacking.

The education for business and industry is one of the high priority activities of the university because in its absence, the means of supercharging the economy (making it into a highly effective economic activity) will be dependent upon foreign sources for leadership and education, both of which, regardless of how benevolent, tend to result in some excesses in the exploitation of the population, an event which I regard as wholly undesirable and usually unnecessary.

An extra-mural full-time programme which in three or four years from its inception may produce some graduates who still must spend time "learning the ropes" in their employment is of course desirable. At the same time universities with the requisite resources should make it possible for persons already in business and industry to gain access to university knowledge by making courses in business subjects available on a part-time basis. Such courses should be systematically organized and lead toward an objective which, if accomplished successfully, would stamp the person as one who had achieved a recognized and worthy goal. In time, as such persons demonstrate the improvement in their ability to show immediate contribution and application to their work the courses of study will be increasingly sought after.

Finally, and most important of all, no university can ignore the business community itself. Business must recognise that the work being done by the university 'makes sense' in terms of the problems faced by the business community. This does not mean that one only teaches what business wants to hear. On the contrary, it means that the university makes certain the business community know what is going on at the university, why it is going on and is energetic in finding out what the application of these ideas are in business. An atmosphere of mutual confidence and sympathy is encouraged so that the product of the whole enterprise will be well prepared to begin or to continue his ultimate duties on his job, and the enterprise will eagerly anticipate the arrival of persons who can contribute valuable assistance. Of course the same admonition is applicable to the part-time student with the exception that since he is faced on a day-to-day basis with practical to-be-solved problems little opportunity is available to the instructor to remain out of touch with the world of economic enterprise if he is to be regarded by his students as at all effective.

UNIVERSITY ADULT EDUCATION IN A RAPIDLY GROWING AND CHANGING URBAN SITUATION

Mr. T. C. Cheng,
President, United College,
Chinese University of Hong Kong.

You are probably aware that Hong Kong has undergone a tremendous change since the end of the Second World War in 1945, and especially after the year 1949 when the communists gained control of China.

When Hong Kong was occupied by the British in 1841, it was more or less a barren island with a population of only 3,650, comprising mainly fishermen and farmers living in villages and hamlets. The main purpose for the British acquiring this island was of course trade; and to encourage trade, Captain Charles Elliot, the first administrator of Hong Kong, lost no time in declaring Hong Kong a free port, on 7th June, 1841, and in issuing a general invitation to merchants of all nationalities to come to Hong Kong to trade. The response to his invitation was more than favourable, and soon many merchants, Chinese as well as foreign, in Canton, Macau and India began to transfer their trading interests to Hong Kong. Ever since these earliest days, Hong Kong had, up to the year 1949, flourished as a free port dealing mainly in entrepôt trade concerned with goods flowing to and from China.

Just before it was occupied by the Japanese at the outbreak of the Pacific War in 1941, Hong Kong had become a great commercial city with a population of 1½ million, well over 90% of which were Chinese. However, during this pre-war period, practically no major commercial enterprises were in the hands of the Chinese and in proportion to their numbers they had played an insignificant part in developing commerce and business. They lived in a separate community, and the European and Chinese communities pursued their own ways of life, largely independent of each other. Also, because relatively few Chinese had received a Western education, there was little Chinese participation in Government and Western commerce.

Although the University of Hong Kong had been in existence

since 1911, it had not achieved much by way of the training of community leaders, though it had succeeded in producing some successful doctors.

However, the end of the Second World War saw drastic changes in Hong Kong. The declared post-war British Colonial policy, as far as Hong Kong was concerned, was to promote local talents to the higher ranks of the Government Service, and to encourage the Chinese people to interest themselves in local Government and local affairs. This has been reflected in the commercial world too, and many large foreign firms started to appoint Chinese to executive and managerial positions. All this has had a tremendous stimulating effect on the Chinese community as a whole. The Chinese in Hong Kong began to realize that they had prospects in Hong Kong, and so more and more have identified themselves with Hong Kong. They began to participate more in Government and in Western commerce. This has resulted in a great demand to learn Western thought and ideas, and modern methods in business management and administration, etc. and many Chinese lost no time in sending their children abroad for a Western education.

The year 1949, in which the communists took over China, was an epoch-making year in the history of development of Hong Kong. Soon after this year, it was apparent that the economic and trading policies of the Chinese communists were such that Hong Kong could no longer exist purely as an entrepôt dealing with goods moving to or from China. To cope with this new situation, two important developments quickly took place. The first was the development of local industries and the second was the widening of the Colony's entrepôt interests to include as many countries as possible in South-east Asia.

The growth of industry to replace a reduced entrepôt trade with China has been spectacular, and is a classical example of the versatility which has been the most important characteristic of the Hong Kong people and of Hong Kong's commerce. Apart from a few heavy industries, such as shipbuilding and repairing, shipbreaking and steel rolling mills, cement and the manufacture of machinery, Hong Kong has now developed a wide range of light industries, such as textiles, plasticware, metalware, footwear, electrical equipment and appliances, foodstuff and beverages, and transistor radios. In 1957 the value of exports of Hong Kong products was HK\$1,202 million, and in 1962 it has gone up to HK\$3,317 million. To meet the demand for land by industry, the Government has reclaimed and developed over 200 acres of land now known as the Kwun Tong Industrial Estate (1955 to 1963), and further plans are now under way to provide or develop large areas of land for industrial use. However, in many cases, these plans will mean the conversion of rural communities into urban areas.

I have just presented to you a general picture of Hong Kong

before the Second World War when the people of Hong Kong depended mainly on entrepôt trade for their livelihood and when the Chinese people had not participated in Government and Western commerce as much as they should. But all this has changed after the war, and they are now contributing a vital share in Government, commerce and industry. Because of this great change, they are now demanding opportunities for university adult education so as to equip themselves better for their new role. To meet this demand, it is up to the two local universities, viz., the University of Hong Kong and the Chinese University of Hong Kong to devise and offer suitable adult education courses, bearing in mind, in particular, the basic political, social, industrial, cultural and other problems that confront the people in this rapidly growing and changing city. It is my considered opinion that the planners of university adult education here should bear in mind the following:

(1) WITH REGARD TO THE POLITICAL PROBLEM

Since the declared Government policy after the Second World War is to encourage the Chinese people here to participate in Government and to take an active interest in local affairs, including local politics, there have been radical, unscrupulous and self-seeking elements who take advantage of the political inexperience and immaturity of the people and who play on the people's emotions to support movements advocated by them. Although they are not taken seriously by the thinking and the more discerning people of the community, whose numbers are, however, small, I submit that university adult education should have a duty to organize and offer courses which will help the people in general to acquire some basic knowledge about politics, to understand the Government's policy better, and to appreciate the local political situation in relation to world affairs. Such courses, if properly organised and conducted by the right persons will go a long way to make the Chinese people of Hong Kong good and intelligent partners in the governing of Hong Kong, and to make Hong Kong a happier and healthier place to live in.

There is at present a popular Kaifong Movement in Hong Kong. Kaifong is a Chinese term meaning "neighbourhood" and there are some 40 Kaifong (or Neighbourhood) Associations throughout urban Hong Kong. These associations are revivals of an old Chinese tradition but adapted to meet modern urban conditions. They are interested in educating and in promoting the general welfare of the people in their districts. On the 23rd of this month when the Kaifongs celebrated their Kaifong Day, the Governor took the occasion to appeal specially to them to make careful and informed study of Hong Kong's problems, followed by constructive suggestions to the Government. I am sure university adult education will benefit from a close and healthy liaison

with these associations.

(2) WITH REGARD TO THE SOCIAL PROBLEM

The impact of industrialisation on the rural communities, such as Tsuen Wan which has within the last ten years been transformed from a small rural community to a big industrial township, has produced many social problems. I think university adult education owes it to the people concerned to organize and offer courses for their leaders with a view to helping them and their fellow villagers to adjust and adapt themselves to their new environment. Furthermore, the impact of the West on the East has given rise to problems of moral values. Many old traditional Chinese ideas have been discredited as a result of the impact of the West, and I think it is well within the scope of university adult education to organize courses with a view to explaining to the older-type Chinese why certain Chinese traditional ideas have to give way to modern Western ideas. Incidentally, all this would of course be an excellent field of research to be conducted by the university adult education departments in conjunction with other university departments such as Sociology.

Then of course the rapidly expanding population has given rise to all sorts of social welfare problems. To help the Government to cope with them, the university adult education departments may well organize courses for in-service social workers and for the training of junior social welfare officers, and indeed for that matter refresher courses for teachers, doctors and architects.

(3) WITH REGARD TO THE INDUSTRIAL PROBLEM

Although local industry has made tremendous expansion and progress, there is an acute shortage of men in top positions who have been initiated into modern methods of business management and administration. In the past the Chinese were used to running their business on a family basis, and tended to employ their own relatives and friends even in preference to outsiders who might be better qualified and more experienced. This tradition must change if Hong Kong is to compete in international trade and commerce. We are all aware that the ramifications of modern business operations are numerous and complex, and they are getting more so every day. "There is a huge body of information to be employed in making decisions. Only science will show how proper use can be made of it. A modern manager must know not only his own trade well, but also a number of other trades connected with his. The manager may not be a highly qualified product designer, but at least he should know something about product design, and how to employ the services of a professional designer. He must know how to train staff and delegate authority

and so on." Thus it will be well-advised for the planners of university adult education in Hong Kong to help enlighten our business executives and industrialists by offering extra-mural courses in business management, financing, personnel management and others. By so doing university adult education will be rendering a real and invaluable service to the community.

In their operations, the Hong Kong industrialists tend to meet with more difficulties than their counterparts elsewhere. Here in Hong Kong we do not produce any raw materials, we do not have many skilled technicians and we do not have a big home market. Thus our industrialists have not only to find out where and how best they can obtain their raw materials but also to carry out market research as to where their finished products can be best marketed. Then they have to keep themselves well informed as to up-to-date methods and processes of manufacture, as well as overseas conditions. In all this, university adult education should try to help through the diffusion of up-to-date knowledge: for example, by offering courses in market research and "refresher" courses for engineers and business executives.

Since the end of the Second World War, trade unionism has been transplanted to Hong Kong from the United Kingdom, although at that time Hong Kong was not quite ready for that sort of movement. Since then the Government Labour Department has been doing a good job to put the movement on the right lines. There, however, is room for much further work to be done, and I feel that university adult education should, in conjunction with the Government departments concerned, be able to make contributions in this important field.

(4) *WITH REGARD TO THE CULTURAL PROBLEM*

Although Hong Kong is a flourishing city with expanding industries, education, even at the primary level, is still neither free nor compulsory. As the general level of education is comparatively low, I submit that university adult education has a special function to do all it can to raise the cultural level of the people by providing further education to their community leaders and workers.

As we all know, Hong Kong is a cosmopolitan city. Its population of nearly 4 millions represents over 30 nationalities, and geographically, it is an ideal meeting place between the East and West. This should offer a wide scope for university adult education to promote the study of the cultures of the various people living here, thereby promoting better understanding and relations among them. For the foreigners or visitors ample opportunities can be easily provided for them to improve their understanding of the Chinese culture and background here. All this will not only develop inter-racial and inter-cultural understand-

ing, but will enable the expatriates to enjoy more their temporary stay in Hong Kong.

(5) *WITH REGARD TO SPECIAL PROBLEMS*

A place like Hong Kong is likely to be intimately affected by what happens abroad. Many people would be eager to know, for example, how the policies of the Labour Government in the United Kingdom will affect the position of Hong Kong. It is difficult for any one to make predictions, but it will probably not be difficult for a short course to be organized with a view to giving the history and the declared policies of the United Kingdom Labour Party which will help the people understand better the new United Kingdom Government. Again, the United Kingdom Government's sudden decision to impose a 15% import surcharge has caused special concern among local industrialists and this is reflected in a slump in the share market. Both the industrialists and the man-in-the-street will be concerned and eager to know how this surcharge will affect the export of Hong Kong products to the United Kingdom and I am sure the people of Hong Kong will welcome a study group or a seminar to be organised by the university adult education departments for the study of this problem. In other words, if our university departments of adult education are on the alert, they can, through the study of current affairs, etc., easily stimulate the interest of the community on all sorts of activities — whether industrial, intellectual or cultural, thereby directly helping to educate and enlighten the people.

To conclude, I wish to emphasize that in a rapidly changing and growing city like Hong Kong, its needs are many and varied, thereby offering a great scope for the planners of university adult education like us. It is up to us to identify these needs through alertness, research and close contact with the community, and then and only then can we fulfil the important role and functions of university adult education.

ON ESTABLISHING AN EXTRA-MURAL DEPARTMENT IN A SOUTH EAST ASIAN UNIVERSITY

Dr. John Lowe,

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An extra-mural department cannot, like Venus, emerge from the sea. At a certain point in the evolution of a given university an individual or a group of people have got to decide that it ought to have an extra-mural department. The decision may rest with its vice-chancellor or the university council or the government that controls its finances. It may be made for good reasons or for ill-conceived ones. The best reason would be a desire to provide a special public service. An example of an ill-conceived reason would be when a university agrees to start an extra-mural department simply to silence criticism that it is neglecting the public interest.

For the purpose of this paper I intend to make four assumptions. The first is that I am dealing with a situation in which a university in a developing country has voluntarily decided to establish an extra-mural department. The second is that the university will take care to spell out its objectives before it moves on to securing financial support, appointing staff and earmarking accommodation. The third assumption is that such a university will require external help in the form of expatriate staff or monetary aid or both. My fourth assumption is that profitable use will be made of whatever external help is forthcoming.

I know that my second assumption — that a university must have a clear purpose — is a big one, that, in practice, universities are capable of setting up extra-mural departments without proper forethought and even minimal planning. But in order that my remarks may have a point of reference I am obliged to fit them into a conceptual framework, for one cannot, in my belief, venture into extra-mural studies unless one has first determined what the purpose of adult education is and what contribution the universities can make towards it. I am fully aware that others who are wiser and more experienced than I am will be dealing in some depth with these two large issues. Nevertheless, for the purpose of this paper, I must

make my own position clear.

Let me begin with the meaning of 'adult education'. It is useless to export to the East views that are peculiar to Britain or the United States. For example, the traditionally narrow British conception of adult education as being liberal in spirit and non-vocational in purpose is unacceptable and even incomprehensible to a Thai or a Malaysian. Furthermore, there is not even a uniform definition of the word 'adult'. In Singapore, for instance, it refers, when applied to education, to anyone of any age who has completed full-time education or, indeed who has never had any formal education at all. After all, many grown-up people in the East have never been to school and many children do not go to school at the present time. Yet young and old, children and grown-ups, may be mixed in what are faithfully described as 'adult education' classes. Indeed, in Singapore, at any rate, adult education means nothing more or less than teaching people to read and write or to practice elementary technical skills and providing formal education up to the pre-university level for those who for one reason or another cannot find places in a regular day school.

In my view, the only meaningful definition of adult education that a university can adopt in an Eastern context is the most comprehensive one, namely, the education of any person of any age who has completed his or her full-time education regardless of whether that person is vocationally or non-vocationally oriented and regardless of the providing agency. In other words, one should draw no distinction between what is liberal and what is non-liberal, between the 'academic' and the technical, between studies in the sciences and studies in the humanities. The only criterion should be pragmatic: is the education that is being or to be provided directly relevant to community needs?

If that comprehensive definition be accepted, what then is the special function of the universities? I would suggest that a university extra-mural department may set itself six aims. Where it places the emphasis will naturally depend upon local circumstances. The six aims are:

- i) To offer general interest courses which may be of varying lengths.
- ii) To design courses for special groups each of which may be characterised by some clear homogeneous quality.
- iii) To offer vocational courses, which may be degree or certificate or diploma or postgraduate or professional courses according to the policy adopted.
- iv) To undertake research into any aspect of the education of adults.
- v) To train people at various levels for work in the adult education of adults.
- vi) In general, to stimulate the intellectual and cultural life of the community.

My third assumption is that a university will have to seek outside help. This may involve securing from external sources one or more or all of the following: staff, capital grants, travel grants, overseas scholarships for local personnel and equipment. Exactly how much aid is requested will hinge on such factors as the size of local resources, the scope of the initial developmental plan and the degree of enthusiasm for invoking outside help.

My final assumption is that profitable use will be made of external assistance. This is a crucial point. I cannot stress too strongly the need to ensure that whoever is going to help be afforded every opportunity to do a useful job. During my short spell in Singapore I have met at least six 'visiting experts' who felt frustrated and even deceived by what they considered misleading terms of appointment. Very often, the chief trouble is that all the interested parties have not been properly briefed, conditioned, if you wish, to accept the outsider and to welcome his proposals.

Now the job of anyone in the field of extra-mural studies is at the best of times strewn with pitfalls, for he has to establish good relations with the university academic and administrative staff, other public institutions in the adult education field, and the general public. But if an outsider, a Westerner, comes to a South East Asian University not even to inherit a going concern but to found a department of extra-mural studies and if the way has not been made straight for him, he is going to run into insuperable opposition before he has had time to draw breath. I cannot specify all the individuals, institutions and social groups in a given community who will be watchful if not suspicious of a university's incursion into the adult education field, but I can affirm that it is imperative to win over the following: the senior administrators of the university itself; the governing body; the university senate; the relevant government authority and any agency already engaged in providing educational facilities for adults. Naturally it is too much to hope that everybody can be won over; certain faculty members, for instance, are always likely to be hostile or at least indifferent. Furthermore, it is only right that people and interested parties should be allowed to suspend judgment until the department has demonstrated its usefulness. Nevertheless, I would argue that no irrevocable decision to employ a visitor or to use foundation funds should be made until, at the very latest, the senior administrative and academic staff and the responsible government authority have signified their approval. There is also one golden rule to be observed — whoever provides the bulk of university funds should be entirely in favour of the new department.

Probably the surest way of insuring at least the tacit support of interested parties is to appoint a committee consisting of representatives of both the university, the responsible government authorities and such other bodies as appear interested. The chairman of the

committee should ideally be the chief executive officer of the university but, failing him, it should be a senior person who commands respect within and without the university. It should also be understood that the composition of the committee will be subject to change in the light of the practical experience of the department. More detailed comments on the composition and uses of an extra-mural committee will follow later on.

May I now suppose that a university has decided to set up an extra-mural department, that its motives are honourable, that it has laid down carefully prescribed aims, and that a committee, consisting of the persons and groups enumerated above, has been appointed. What should be the next step? If, for convenience, I can momentarily assume that the university may not desire outside help, there are four possibilities:

- i) For the committee to introduce an extra-mural programme by making ad hoc arrangements or employing a university lecturer (say, a tutor-in-charge). It will be clear from my foregoing remarks that I would deplore this procedure.
- ii) The committee could appoint a local person as director and arrange for him to spend a period abroad studying the aims and methods of overseas extra-mural departments. He could be financed by the university itself or by a foundation. Personally I think this would place too great a burden on the selected candidate. In any case, time will be saved by appointing an experienced person from overseas.
- iii) A local director could be appointed on the understanding that he be advised for a period of one or two years by a visiting consultant. Where local susceptibilities are particularly sensitive about the appointment of expatriates to key positions this may be a good idea.
- iv) But I think the wisest course is to appoint a senior and experienced person from overseas on a short-term basis. Emphasis should be placed on the importance of having a senior person. Indeed, though the advice tells against myself, I would be in favour of appointing someone already well-established as a director provided that secondment can be arranged.

This leads me straight on to the question of staffing. How large should the staff be and what is to be done about status? It seems to me that as soon as possible there should be three members of staff, including the Director. My reasons are as follows. At least two people are required to run an extra-mural programme because, apart from the question of leave and absence through sickness, there is a good deal of evening and weekend work to be done. Moreover, in addition to teaching and research, the staff will have to undertake a good deal of organizational and liaison work. For the time being, at any rate, it will scarcely even be possible to confine the duties of

extra-mural staff to teaching and research.

What principally concerns me, however, is the need to ensure that a local person can take over the directorship as soon as possible. Now while this can be done at least adequately by inducting him on the spot, I feel that someone who is about to undertake an important administrative as well as academic post should also have an opportunity to spend some time abroad. If possible, I would recommend that he take a Diploma in Adult Education at the University of Manchester or, alternatively, one of the postgraduate courses available in the United States. However, it will be impossible for the visiting director to supervise the department by himself. Hence the call for two other members of staff. One other point about local staff. They should have a certain standing in the community and be able to converse easily in the dominant local language or dialect. If not appointed from within the university then I would envisage their being appointed at a level some way above the bottom of the lecturer scale. It is, incidentally, important to anticipate charges of empire-building by pointing out that while three members of staff are required at once, it does not follow that any more staff will be required within the near future.

At any time status poses a problem for extra-mural personnel. In a South East Asian university the problem can be particularly acute simply because almost nobody has any experience of extra-mural work forming an integral part of a university's public function. I consider that the director ought to be appointed as Professor of Adult Education so that there can be no questioning of his rank and authority and he can have automatic access, by virtue of his office, to the inner councils of the university. If, however, it is thought improper or inconvenient to confer upon him the title of professor then, at the least, he should be accorded unequivocal professorial status. The important thing is that he should have the same direct representation on university committees as other heads of departments by right and not by special dispensation. Similarly, the rest of the extra-mural staff should enjoy exactly the same terms of appointments as members, say, of the Department of Physics.

It is hard for people to understand that the administrative load of an extra-mural department is necessarily third only to that of the registrar's and bursar's office, respectively. In particular, few people realize how much time has to be spent in answering telephone calls, mailing circulars and letters, and dealing with personal enquiries from the general public, not to speak of a large amount of evening work. There is accordingly a marked tendency to allocate too small a staff to a budding extra-mural department. In a sense it is perhaps only fair that the department should demonstrate its need before being given staff, though this imposes a gratuitous burden on a visiting director. What I would propose is that at least one clerk or clerk/typist be appointed for every academic member of staff up

to three. Furthermore if the practice is acceptable, it may well be best for one of the non-teaching staff to be appointed as an assistant registrar or administrative assistant.

As to accommodation, one requires both office space and either classrooms or lecture theatres or both. If a university is situated at some distance from a city centre, it is desirable to have a 'downtown' office and classroom facilities that are centrally located. The minimum office accommodation should include rooms for the director and each member of the academic staff and a general office. The general office should be conspicuously sited and it should be large enough for division into two parts, a counter being introduced for the purpose of separating members of the public from the office staff. The director's office should be spacious and as well equipped as the prevailing regulations will permit, not so that the director may feel self-important, but as that he can talk to visitors in a reasonable degree of comfort, perhaps hold small conferences in situ, and in general present a favourable public image of the university. Indeed, the offices of the director and the academic staff should be used for interviewing students both during the daytime and in the evenings.

As a rule, there will be no shortage of rooms for teaching purposes. A difficulty may arise, however, if the university has not been accustomed to arranging evening lectures. In this case, it may be necessary to improve the lighting around the campus and to establish a good relationship with that section of the administration responsible for opening and closing rooms, and looking after interior lighting and air-conditioning units. Problems may also occur in respect of working overtime and the payment of overtime rates. Before starting evening lectures it may be wise to anticipate possible trouble over the parking of cars.

Though the first consideration in setting up an extra-mural department is to ask whether appropriate funds can be made available, I have deliberately delayed a discussion of financial problems until this stage because, in practice, they tend to present themselves only after the programme has got under way. Nevertheless, there are, I believe, three principles that ought to be adhered to from the outset. First, it will be necessary to allow the department a capital reserve with which to meet any losses incurred on, say, the first two years' operations. Secondly, it will be necessary to give the department a nominal grant for administrative costs on the clear understanding that a realistic grant will be awarded when the actual costs of running the department have become clear. In other words, in preparing the university estimates a moveable sum should be allocated to extra-mural studies. The third principle is to seek the aid of foundations. I have found foundations in this part of the world extraordinarily willing to help. All they ask is that they should be presented with a good case and that their investment will result in a lasting achievement.

Difficulties are bound to occur over the amount to charge in admission fees and the scale of fees to be paid to lecturers. The idea of subsidising students attending higher educational institutions is unfamiliar in the East. At the same time, paradoxically, there is reluctance to pay university lecturers additional fees for additional work. How can these two opposing points of view be reconciled? I would suggest that university authorities should be presented with an argument along the following lines.

The cost of organizing an extra-mural department is governed by two factors: administrative expenditure and course admission fees. The administrative expenditure consists of two elements: (a) permanent courses, some of which are more complicated to arrange than others. Fees to lecturers absorb the lion's share of the cost of administering any course. When the object is to declare a profit or at least to balance the accounts, a university is compelled either to charge inflated admission fees or to offer only those courses which are likely to attract large audiences. To charge high fees, on the one hand, is tantamount to admitting that it is exclusively concerned with those members of the public who have ample means. To confine its attention to popular courses, on the other hand, is to shirk its obligations to the community. It is assumed that this university intends to uphold the principle of serving the general good and that, therefore, it will offer courses and facilities not on the basis of their profitability but on the basis of community needs. At the same time, there are several reasons why the university should not set too low a premium upon its services or underwrite a heavy loss:

- (a) On the whole, the public does not value things which are entirely free or ridiculously cheap. Indeed, if a university charges very low fees, there may be an impression that it is providing sub-standard courses and services.
- (b) In the absence of any fee or by charging a very low fee there may be far too many frivolous enrolments.
- (c) It would be unfair to charge lower fees than other established institutions already conducting evening programmes. Indeed, since our courses will be pitched at a higher standard, it will be necessary to ensure that our fees are also proportionally higher.
- (d) We cannot be expected to maintain courses for very small numbers of students.
- (e) As a general rule we would be justified in running vocational courses either at their economic cost or at a profit.
- (f) In the long-term it would be unhealthy to allow the extra-mural department itself to flourish a blank cheque. Accordingly there must eventually be a ruling that the department should recover x% of its total expenditure in fees. In the initial stages of its development, of course, such a ruling would be unworkable.

In the light of the above considerations it is therefore recommended that as a purely temporary expedient this university adopt a scale of fees as follows:

- i) Non-vocational courses — fee to cover 25% to 50% of costs.
- ii) Courses for specialist groups engaged in community work — by special arrangements.
- iii) Courses for groups sponsored by industry, commerce and professional associations not engaged in community work — at least the economic cost of the course.
- iv) All other vocational courses — at least the economic cost of the course.

Lecturers are entitled to receive a reasonable fee. This is not only sound professional practice but probably the only way of securing their co-operation. A programme that relies on the altruism of lecturers will not last long even if it manages to get off the ground. It is suggested, therefore, that this university pay the standard rate per hour given to the part-time lecturers employed by internal departments.

In addition to the basic office equipment an extra-mural department requires a direct outside telephone line in order that time will not be lost by going through the university exchange and, more important, in order that it may make and receive telephone calls in the evenings when the internal exchange has closed down. Ideally it will also require a duplicating machine, and an addressograph machine. If expected to handle its own accounts, it will also require an adding machine.

Earlier I referred to the wisdom of appointing a committee at an early stage in the planning of an extra-mural department. It will be equally wise to convene a meeting of that committee as soon as possible after a director has formally assumed office. The question is, who should belong to that committee? Ideally, the chairman should be the vice-chancellor of the university since it is important that he be closely informed of the initial plans and problems of the department. If the vice-chancellor is already overburdened with committees, as he probably will be, then there are two possibilities, either a senior professor or the director himself should take the chair. Personally I am in favour of the director acting as secretary of the committee. The composition of the committee should strike a nice balance between university and public interests. To get important sections of the public interested in the work of the department is vital. Besides, their advice about courses and publicity methods will be indispensable. I would accordingly recommend that the following be invited: the deans of faculties, the Professor of Education, one representative of the non-professional staff, members of the academic staff of the extra-mural department itself, a businessman, a trade unionist, a representative of women's organizations, a librarian, representatives of the government's ministries of finance and education respectively, a repre-

sentative of the state broadcasting system, and one or more representatives of well-established adult educational institutions, particularly of government sponsored institutions. Where there are distinct cultural groups in the community, they should also be represented. Some people will express fear at having a large committee. I do not think this matters especially as the committee's function will necessarily have to be an advisory one.

I have just said that the committee will act in an advisory capacity. This must be so because no university will allow decisions affecting its policies and finances to be made by committees consisting in part of laymen. Nonetheless I see no reason why the committee should not be outspoken on financial as well as policy matters. Busy and important people will not sit on committees if they find they have not even the power to influence policy.

At last I must turn to the harsh reality of organizing an extra-mural programme in practice. How soon should one begin? There is a great temptation to delay, to spend a great deal of time in studying local conditions and surveying community needs. In my opinion it is necessary at once to start a survey of existing arrangements for adult education and to draw up an estimate of needs and a brief of what the university's contribution ought to be. At the same time, I am convinced that it is essential to organize at least a pilot programme of courses with the minimum of delay. Why? Because one can only explain what extra-mural work is by organizing extra-mural courses. In other words, to arrange courses and get members of the public to pay to attend them, preferably in large numbers, may well be the only possible point of departure. Reports, no matter how detailed, and discussions are likely to produce few, if any, results. In any case, if a director visits a university on a short-term secondment he must act fast or not act at all.

Starting a major programme should also be a high priority for a visiting director, for he must be present when the great majority of problems are met and overcome. It would be unfortunate if a visiting director prepared a plan of campaign and then left a half-trained local person to implement it. The overriding function of an extra-mural department is to arrange courses. This involves creating a special kind of machinery and dealing with a variety of problems which cannot be foreseen, but which are at least soluble by an experienced person. In my opinion, the basic administrative machinery should have been created and the chief problems arising should have been solved before a visiting expert is ready to leave.

A programme cannot be planned in the void. Hence my suggestion that a survey of existing local facilities and community needs should be begun immediately. Such a survey will not only enable the new department to determine its particular function, it will also provide valuable data for all those interested in the development of adult education and make it clear from the outset that one of the

chief duties of the department will be to carry out research.

Research is tremendously important. It provides a necessary service which no one else is likely to have undertaken or wishes to undertake. It is good for the morale of the staff to feel that adult education can be treated as a subject discipline. Finally, it justifies the appointment of staff on terms of parity with internal lectureships.

For similar reasons the training of those already engaged in adult education or those who are anxious to take it up as a career should also be a high priority. Since a visiting director will presumably come out flying the flag of an 'expert', it should be well within his powers to start at least a series of weekly seminars on the aims, organization and problems of adult education.

Exigencies of space will not permit me to deal with further problems here. I shall therefore content myself with taking a stand at that point when a visiting director is about to leave. This is the kind of future prospectus he should leave behind for his successor.

The Director will be head of the extra-mural studies programme and will be responsible to the University Senate and Council for the organisation and general conduct of the programme. In particular, the Director will be required to consider and adjust the programme in the light of the special needs of the public. He will be expected to concentrate development on those aspects of further education involving serious academic study appropriate to a university. This may involve the development of courses on the following lines, in close collaboration with teaching departments within the University:

- (a) Refresher courses, including courses in fields in which there has been substantial development in recent years, e.g. Applied Chemistry, Economics, Physics, Statistical Studies.
- (b) Residential courses, including courses for those who have had no previous opportunity of pursuing university education.
- (c) Courses which will encourage students to pursue a systematic curriculum, leading possibly to examination and some form of certificate.
- (d) Training courses of varying lengths for those engaged in the field of adult education either as teachers or as administrators.
- (e) At the discretion of the Director of the School of Education, an optional course in adult education as part of the University Diploma in Education.
- (f) Sound radio courses organised in collaboration with Radio. The Director will also be expected to examine the possibilities opened up by the development of new media of communication, such as television.
- (g) To sustain the programme of research in the field of adult education to be conducted by himself, the staff of the Extra-Mural Studies Department, and such other persons as may

be interested. Such areas of study as the following might prove appropriate:

History of Adult Education;
Comparative Adult Education studies;
Curriculum studies.

The University is aware of the permanent importance of systematic courses of a general cultural value and it is hoped that the Director will retain and develop such courses as are of appropriate academic standard.

In addition to the general organisation of the work of the programme in terms of Para. 1, the detailed work of the Director will include the following duties, subject to such modifications as may be approved by the University Council and Senate from time to time:

- (a) Service on a number of committees, both within the University, and linking the University with relevant outside organisations.
- (b) The development of close collaboration with teaching departments within the University, with statutory bodies, and with other organisations concerned with adult education. It is especially important that the Director should maintain a close relationship with the government's adult education department.
- (c) The supervision of the programme of courses, including the provision of tutors, the scrutiny of syllabuses and the visitation of classes.
- (d) The supervision of the educational services rendered to classes and tutors, viz. book supplies, visual aids, cyclostyled notes.

INTERNATIONAL LINKS AND ASSISTANCE

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I. INTRODUCTION

The Leverhulme Seminar is concerned with universities in South-east Asia and their role in adult education or extra-mural programmes. When we speak about 'International Links and Assistance' we must confine ourselves to those links which are appropriate in terms of the theme of the Seminar and which have most meaning for university institutions situated in South-east Asia which have already entered, or plan to enter, the field of university extension or extra-mural work. We must concern ourselves with the kinds of assistance which may be available to support extra-mural programmes and projects of the type likely to be initiated by one or other of the university institutions in the South East Asian area.

Naturally, it is not easy, nor is it particularly essential to distinguish sharply between 'International Links' on the one hand and 'International Assistance' on the other. The international or regional links which a university in this regional area may create with existing adult education bodies will inevitably result in some assistance even if the assistance takes the form of little more than useful information and advice on special problems or the provision of reports and documentation material. Over a period of time, however, the continuing links may well lead to assistance of a more direct and positive type with the possibility of exchange of experts or joint projects. These links will be forged with international, regional or national organisations whose major interests are concentrated not simply in adult education in a broad and more general sense, but rather in that special sphere of adult education which is the concern of universities; or at least organisations which in addition to a broad general interest in adult education, have a special concern for university adult education in the regional area of South-east Asia.

While all these various bodies with whom South East Asian universities may seek to establish continuing links could be a potential

source of assistance of one type or another, there are some advantages in distinguishing them from institutions or agencies which are not directly concerned with adult education but do have financial resources which may be made available to support a well planned adult education project initiated by a university in this regional area, e.g. Foundations such as the Asia Foundation, the Leverhulme Trust, the Carnegie Corporation of New York, etc. Some organisations come within both categories. They possess on their staff people who are experts in adult education. They carry out a broad programme in adult education. Yet at the same time much of their resources and efforts are devoted to assisting other agencies (such as universities) which are interested in adult education. The obvious example is Unesco — the special agency of the United Nations concerned with 'Education, Science and Culture'. For the sake of clarity and conciseness, I propose to deal with 'International Links' first, however, and 'International Assistance' second.

2. INTERNATIONAL LINKS

(a) *International Congress of University Adult Education*

To strengthen the adult education policies and programmes of an individual university institution, it should maintain a close link with other universities undertaking similar work. This can best be achieved through the membership of, or through continuing consultation with, international, regional or national bodies concerned with adult education, and in particular with university adult education. The major international organisation concerned solely with university extra-mural work is the International Congress of University Adult Education.

It was formed at a World Conference on University Adult Education held at Sagamore in New York State in the autumn of 1960. You will remember that in August of that year Unesco organised its second major conference on Adult Education at Montreal in Canada. The first Conference had been at Elsinore in Denmark eleven years earlier. In order to take advantage of the presence in North America of so many experts in the field of adult education drawn to the continent by this important Unesco World Conference, a series of specialised conferences on selected aspects of adult education, e.g. 'Workers Education', 'Residential Adult Education', 'Adult Education and Scientific and Technological Change', 'Visual Aids and Adult Education', etc. were arranged by Canadian and American adult educators. One of these satellite conferences was on university adult education and it was at this Conference that the International Congress was established.

In the four years of its existence the Congress has created a favourable impression and has built up a useful record.

It has published a quarterly newsletter on its progress and activities. It has published a journal on university adult education edited by Professor Raybould of Leeds University, and has initiated a policy of publishing research studies on university adult education as occa-

sional papers — the first of these being a study on the contribution of French universities to adult education.

The Congress now has institutional and individual members in twenty-nine countries. In May, 1963, it was granted Consultative Status (Category B) with Unesco as the recognised International Non-Governmental Organisation representing university adult education throughout the world. This status is important when we come to consider the role of Unesco and the types of assistance which South East Asian universities, either individually or collectively, may possibly obtain from Unesco.

The Congress has already been closely associated with two important regional conferences concerned with university adult education and is planning a World Conference on University Adult Education which is to be held next year. The first of the Regional Conferences was a joint North American-African seminar on university adult education held in Ghana early in 1962. This seminar has resulted in the forging of close links between individual African universities and North American universities in the field of university extension and extra-mural work. It has led to exchange of experts and to joint projects. Possibly the most important development has been the success of Congress efforts to follow up a Seminar recommendation for the establishing of an African Adult Education Institute for research, training and documentation attached to the University of Ibadan in Nigeria. This project has been taken up by Unesco and Unesco finance and expert advice has been provided to establish the Nigerian University Institute for Adult Education.

The second seminar with which I.C.U.A.E. has been closely connected was the recent Asian South Pacific Seminar on 'The Role of Schools and Universities in Adult Education', held in Sydney in January of this year. The International Congress of University Adult Education was associated with the planning of this seminar from the beginning, although its interest was naturally confined to that part of the seminar work which was related to a consideration of the role of universities in adult education. The draft report of the Sydney Seminar has been available as a working document for the Leverhulme Seminar. Although only a few months have elapsed since this Seminar was held, results of its deliberations are already apparent. The Council of School Education in Japan, on the basis of the reports of the Japanese delegates to the Sydney Seminar, Professors Okamura and Mitsui, have already made strong representation to the Japanese Government for support for a marked and rapid expansion of university extension work and have prepared detailed suggestions as to the areas and ways in which the Japanese universities can make an immediate contribution to adult education.

The World Conference on University Adult Education, which the International Congress is sponsoring, will be held at Krogerup Højskole in Denmark between June 20th and 26th, 1965. It will cover

such areas of interest as 'University Adult Education Programmes for International Understanding', 'Part-Time Degree Courses for Adults', 'The Role of Universities in the World Literacy Campaign', 'Research in Adult Education' and 'Training for Adult Education'.

It is clear that one of the major international links in university adult education is represented by the International Congress of University Adult Education. Through its consultative status with Unesco, its publications, its links with universities and university adult educators throughout the world, its active association with national organisations, governments and educational foundations, it is in a position to advise and assist universities everywhere who are launching into an active adult education and extra-mural programme.

Fees are modest, being 126 Swiss Francs (30 U.S. dollars) for institutional membership and 21 Swiss Francs (5 U.S. dollars) for individual membership per annum.

(b) National Organisations representing University Adult Education

In the larger countries with a long tradition of university participation in adult education, national organisations representing institutions and/or individuals concerned with university adult education have emerged. These include:

- (1) Universities Council of Adult Education (Great Britain)
- (2) National University Extension Association (U.S.A.)
- (3) Association of University Evening Colleges (U.S.A.)
- (4) Canadian Association of Directors of Extension and Summer Schools (Canada)

There are a number of other national organisations which may not represent university institutions, but work closely in touch with them, e.g. the Folkeuniversitetet in Norway which was formerly the Norwegian Students' Adult Education Service. The importance of these national organisations as international links for universities in South-east Asia is the knowledge they possess of the range and nature of university adult education in their own country. They can be most useful sources of information on experiments, programmes, projects and local research on adult education. Moreover, all are conscious of international interdependence and of their responsibility towards universities in the developing countries which are seeking to establish an extra-mural or extension department. They can be the machinery through which universities in South-east Asia can be put in touch with university institutions which have resources or special experience which can be utilised for the benefit of them in their own programmes, either through the sending of experts or even through joint projects. Moreover, in some cases, governments are prepared to channel some technical aid to establish institutions in the developing countries through university institutions in their own country and these national organisations are in touch with these programmes and aware of the resources available and how they can be made available.

(c) *Asian South Pacific Bureau of Adult Education*

One important international link is represented by the Asian South Pacific Bureau of Adult Education which was created at the Unesco Asian South Pacific Seminar on Adult Education held in Sydney, Australia, in January of this year. The Bureau was planned as reasonably informal liaison and consultative agency for adult education in the Asian South Pacific Area. The Bureau seeks to act as a clearing house of ideas and information pertaining to adult education in the region; to publish a regular newsletter and as soon as possible a journal; to keep in touch with developments in the field of adult education in the countries of the region; to maintain close liaison with Unesco and international non-governmental organisations such as ICUAE and WCOTP, and to co-operate with national institutions in arrangements for further regional conferences or seminars.

You will have had an opportunity of meeting a number of members of the executive of ASPBAE during your participation in the Seminar — Siva Dutta from India, Chairman of the Bureau, Ieuan Hughes from Hong Kong, Professor Okamura from Japan and Artemio Vizconde from the Philippines. The Bureau is interested in all aspects of adult education but it was born at a conference dealing with the Role of Universities in Adult Education and has been closely associated, through Ieuan Hughes, with the present Leverhulme Conference. It is working closely with the Indian Adult Education Association on plans for a Regional Seminar on 'The Role of Adult Education Institutions (including universities) in Literacy and Post-Literacy Work' to be held in Delhi in 1966.

(d) *National Organisations and Institutions*

We have already referred to national organisations which represent institutions or individuals involved in university extra-mural work. There are, of course, a number of other national organisations which represent, at the national level, adult education within the country in question. Although these national organisations are not concerned specifically with university adult education they often include university adult educators as individual members and frequently include universities as institutional members. They are interested and concerned with the role of universities in adult education and possess a fund of knowledge of the policy, the programmes and the problems of university participation in adult education and of the experience and practice of university co-operation and liaison with other adult education agencies and organisations operating in the community. Such national organisations include:

- (1) The Indian Adult Education Association
- (2) The Canadian Adult Education Association
- (3) The American Adult Education Association
- (4) The National Institute of Adult Education (England & Wales)
- (5) The Scottish Institute of Adult Education

(6) The Australian Association of Adult Education

Apart from national bodies of the above type with a nationwide membership both institutional and individual, we find special national institutions which are interested in university adult education outside the boundaries of their own State and which can often prove a helpful link to universities contemplating setting up a department of extra-mural studies or adult education. These include such bodies as the National Council of Adult Education in New Zealand or the 'Center for the Study of Liberal Education of Adults' in the United States. The latter institution could prove a specially valuable link to universities in South-east Asia because of the extent to which it has sponsored studies and research on the 'liberal education' side of university extension work and the wide range of studies it has published and which it may make available at extremely low prices to universities entering the field of adult education.

These represent, of course, only a few of the many national organisations concerned with adult education in general, but which may have some interest in university adult education. All represent useful international links. Unesco is at present preparing a new world directory of adult education and when this is available, we will no doubt find that a number of new national organisations have been established since the last directory was published.

3. *INTERNATIONAL ASSISTANCE*

We now turn our attention to the question of 'International Assistance'. As we have seen, the organisations which represent a network of international links can be of assistance in a number of ways. In most cases, however, they are not in a position to provide large-scale financial assistance to overseas university institutions although they may be the channel through which governmental or foundation resources are made available. To take an example, the Adult Education Association of the United States has recently received a grant of 100,000 dollars. This is to finance special studies of the adult education needs of Latin American countries. The report, when completed, will be used as a guide to agency expenditure on adult education projects in Latin American countries. The executive of the Asian South Pacific Bureau of Adult Education will be discussing with the officers of the Adult Education Association of the United States possibilities of a similar project being financed for the Asian South Pacific Regional Area.

However, here we are concerned more directly with direct sources of international assistance. For convenience, these can be discussed under three main headings:

- (a) Assistance through international agencies, e.g. United Nations
- (b) Assistance from national government agencies
- (c) Assistance from private educational Foundation e.g. Leverhulme Trust.

(a) *Assistance through International Agencies*

Obviously, the major international institution in terms of our discussion is the United Nations with its special agencies. Most, or at least many, of the specialised agencies are concerned with the question of international assistance in the fields of economic and social development. Increasingly it is being recognised that social and economic development is being handicapped in the developing countries of the world by low educational standards among too high a proportion of the population. It is also becoming recognised that the solution lies not in improving the level of child education alone, but that a solution will call for a massive attempt, at the same time, to raise the educational qualifications of the adult population. For these reasons much more attention is being paid to adult education and in varying degrees (appropriate to their special responsibilities), the different United Nations agencies are concerning themselves with the education of adults. This is true of the World Health Organisation, the Food and Agricultural Organisation. It is even true of UNICEF (United Nations' Children's Funds) for although this Fund is for the benefit of children, it is clear that children may best be helped if the parents are educated in such subjects as child care, nutrition, dressmaking, cooking or home economics. We find the International Board for Reconstruction (IBRD) and the International Development Association (IDA) are increasingly making loans for educational purposes including the education of adults. The International Labour Office (ILO) too, is concerned with workers' education and may well be able to assist universities concerned with their special branch of adult education.

However, already the major United Nations Agency concerned with the question of adult education throughout the world is Unesco (the United Nations Educational, Scientific and Cultural Organisation). It is Unesco that has organised two major world conferences on adult education in recent years, the Elsinore Conference in 1949 and the Montreal Conference in 1960. It has arranged or supported a number of regional seminars and conferences on specialised aspects of adult education. It has assisted in the establishment of special national training centres or adult education institutions, and has acted as an international clearing house and documentation centre for adult education. It has co-operated in the Bangor Seminars on University Adult Education and the recent Sydney Seminar on the Role of Schools and Universities in Adult Education and will be associated with the ICUAE World Conference on University Adult Education to be held in Denmark next June. It has published a range of articles in its Journal as well as monographs and handbooks on adult education including university adult education.

It might be easier if we had a look at some aspects of the Proposed Unesco Budget and Programme for 1965-1966 which is being

discussed by the General Conference of Unesco in Paris at the present time. Such a brief glance will at least give a slight indication of the range of the resources available and the extent to which they might from time to time be utilised by university institutions in South-east Asia.

The Programme provides for a meeting of the important Unesco International Committees for the Advancement of Adult Education and the International Committee of Experts on Literacy. It includes, too, (a) budget provision for work on the classification of data and for standardisation in terminology and statistics in adult education, (b) studies on the status and training of staff for adult education, (c) research studies on 'the popularisation of science', 'university and adult education', and adult education for the improvement of good production and nutrition, (d) publication of manuals for organisers of literacy programmes on the use of mother tongues in literacy and the teaching of second languages to adults in multi-lingual areas and (e) a major survey of television, radio and programmed instruction for adult literacy and adult education in areas of high illiteracy.

A number of these programmes may have significance in terms of resources for university adult education in South-east Asia, but possibly, we should turn our attention to three budgetary provisions which being more general in terms appear to be of more direct interest.

- (1) A sum of 32,000 U.S. dollars is earmarked under the heading of '*Assistance to Member States*' for projects sponsored by governments for the improvement of adult education especially in developing countries and for the training of adult educators.
- (2) A further sum of 32,000 U.S. dollars is earmarked under the heading '*collaboration with Non-Governmental Organisations*'. This money will be provided for projects of training adult educators and of international co-operation to meet the needs of developing centres in the framework of the International Co-operation Year of the United Nations.

Both these budget items are of interest to universities in South-east Asia and represent 'resources' or 'international assistance' which may be available to initiate or expand certain adult education programmes. They do, however, also stress one very important fact. Unesco cannot deal with requests from individual institutions. Requests for assistance must come through national governments or through a recognised international non-governmental organisation. If a university wishes for Unesco assistance for a special project or programme it must seek the support of its government or the support of a body such as the I.C.U.A.E. (International Congress of University Adult Education); it cannot apply direct to Unesco. It is important that universities interested in adult education should press for the setting up of a National Committee for Unesco in their country

if one does not already exist and to press that National Committee to set up a special sub-committee on adult education so that both the nature and scope of Unesco assistance in adult education can be influenced and any assistance available through Unesco is, in fact, requested.

The third item in the 1965-66 programme of special interest is the provision in the Asian section for the sum of 199,000 U.S. dollars for the provision, on request from a member state, of assistance in the form of expert services, fellowships and equipment for developing national adult literacy and adult education programmes.

We should not ignore, even when considering the adult education programme of South East Asian universities, the implications of the proposed world campaign against illiteracy. Even though it is hardly the responsibility of universities to teach adults the basic skills of reading and writing, a world campaign will involve much more than this. The university has a definite role to play in terms of research, production of tested materials, training programmes and documentation services for administrators and organizers of the national campaign. Unesco during 1965-66 will be stationing a team of five to six experts in literacy at the Regional Office for Education in Bangkok. These experts will be visiting Asian countries to assist with the planning and expansion of national literacy programmes. There can be little doubt that the universities will be called upon to assist in ways appropriate to a university, and that Unesco assistance will be available to enable them to make the contribution sought.

(b) *National Governments*

An increasing number of National Governments are providing resources for social and economic development in Asia, and an increasing amount of this aid is being earmarked for education, including adult education. The range of the national agencies operating assistance programmes and of the types of assistance they can provide is so varied that it would be impossible to enumerate them all. A university planning project requiring overseas assistance will need to build up for itself a file on the different national programmes and the types of assistance available from the various national agencies. For example, overseas training and study opportunities are listed in the annual Unesco publication 'Study Abroad'. Embassies and Information Offices of national governments can usually provide information on the type of assistance available from their own country and the names and addresses of the appropriate agencies.

One particular programme of special interest is in South-east Asia since it embraces a number of countries in the Colombo Plan. The resources of the co-operating countries have been made available on a generous scale to assist educational advancement. Much of this aid has been devoted to the expansion, the advancement, and the improvement of primary, secondary, technical and university

education and for teachers' training programmes. Up to the present little use has been made of the resources of the 'Plan' for the extension and advancement of adult education in South-east Asia. Speaking as a representative of Australia and New Zealand I see no reason why sympathetic consideration should not be given by the governments of these two countries for aid in adult education. It is probably in the field of university adult education that these two countries can make a major contribution whereas they may feel that due to historical and social factors they can make little contribution in the special area of the literacy campaign or community education at the village level.

(c) *Foundations*

One of the phenomena of the modern world is the emergence of the private educational foundation with large financial resources. Mainly a product of the North American social and economic society, we find this today appearing in Great Britain and other reasonably affluent societies. The importance of these Foundations lies in their flexibility, their interest in experimental and pilot projects and their ability to deal directly with a university institution instead of working only through national governments.

There are, of course, an amazing number of Foundations in existence today with varying interests and varying resources. The Asia Foundation is well known to you all and as its name indicates, it has special interests in and concern for projects in Asia.

This Conference has been made possible by the generous assistance of the Leverhulme Trust, while the Carnegie Corporation of New York has not only sent visiting experts to university institutions in South-east Asia but provided the funds and finances for the important Joint African-North American Conference on University Adult Education held in Ghana in January 1962, and provided travel grants for experts from North America to attend the recent Unesco Seminar held in Sydney. Carnegie has a major programme for assisting leaders to visit the United States, particularly from Commonwealth countries. As far as major projects are concerned it is tending to concentrate at the moment on Africa rather than Asia, but the position may change, and in any case a particularly interesting project in Asia may well receive support in spite of desire to concentrate resources in the African virginal area.

We cannot refer to all or even many Foundations, but we should not close without referring to at least two others, the Ford Foundation and Kellogg Foundation. The first has great resources, is interested in bold and ambitious projects and is of particular interest because of its concern for programmes in Asia. The second has limited resources and concentrates upon the provision of financial support for the erection of imaginative residential centres for adult education. Until recently the aid was confined to North America but the

programme has now been extended and Kellogg-financed centres of this type are being built in other countries.

It must be borne in mind that almost all overseas assistance is likely to be of a limited nature. It is designed to initiate new projects and new programmes but not to support them indefinitely. With imaginative, careful planning and detailed presentation it is possible to obtain assistance for worthwhile projects and developments in university extra-mural work.

CONFERENCE REPORT AND CONCLUSIONS

Mr. W.E. Styler,
*Director of Adult Education,
University of Hull,
Consultant to the Conference.*

In addition to the papers read by participants a report on 'The Role of Universities in Adult Education' of the Unesco Commission of the Asian Conference on Adult Education in Sydney¹ was considered by the Conference. Some of the main arguments in this need, therefore, to be outlined.

The report argues that universities should be concerned with the provision to citizens of the kind of social knowledge which enables them to make an adequate contribution to social welfare through work and community action, with the training of community leaders, with the provision of specialist knowledge, and with refresher and supplementary courses for teachers and professional workers. These functions are particularly important in countries experiencing rapid social change and faced with the problems of fostering a sense of national identity and purpose.

The report points out that courses for these purposes should be held not only in the university itself but also in places away from the university in the territorial area to which it belongs, and require co-operation between the university and a wide variety of social and professional agencies. The Commission believed that there was a convincing argument for the creation within the university of a department of adult education or some similar organisation to serve as a focus, clearing house and co-ordinating agency for all the university's adult education work. The department should not only arrange a comprehensive programme of courses of study but should also conduct research into problems of adult education. In developing societies the department might provide for extra-mural study leading to degrees, diplomas and certificates unless it was decided that a special department for this purpose was necessary.

While the work of a university department of adult education

1. See Appendix A.

would normally be at a higher level than that of other adult education agencies, in the absence of other sources of provision it might need to arrange courses of an introductory character. Where possible it should attempt to stimulate other organizations to undertake appropriate kinds of work and it should always try to achieve the effective co-ordination of all adult education activities. Universities have a special place in relation to the training of workers in adult education and training schemes should include consideration of the wide variety of teaching methods which are possible.

This report was considered in five study sessions. Consideration of the functions of an extra-mural department was combined with the description by Mr. Hughes of the work of the Hong Kong Department. Similarly, consideration of the problems encountered in establishing a university department of adult education were considered in conjunction with Dr. Lowe's paper on 'Establishing an Extra-Mural Department in a South East Asian University'.

In the discussions which took place in these study sessions and which followed the papers read by participants a number of important issues were considered. The best way to present these is to list them, giving such explanatory detail as is necessary and outlining the conclusions that were reached.

The relationship between courses leading to awards, degrees, diplomas, etc. and those which do not.

In some universities no distinction is made between full-time and part-time students registering to take courses leading to degrees. All are treated as registered students. Thus the distinction between the internal student and the extra-mural student has virtually no significance. The view reached by the conference was that in fact such universities were engaged in extra-mural work through their provision for part-time students, mainly attending courses for study in the evenings after work.

It was argued that the chief appeal of extra-mural courses was that they would lead to a qualification which could not be obtained in any other way and that, in general, courses which did not lead to a qualification would be regarded as of little consequence.

In reply to this it was said that many students do not wish to obtain qualifications from attendance at extra-mural courses. A difference was discerned between the type of student who was interested in obtaining qualifications, usually a young person of about the same age or only a little older than the average full-time student, and the kind of student who was interested in courses which do not lead to an award, usually older than the full-time student and interested in the knowledge gained from class attendance because it satisfied some personal need or because it was useful in itself. It was agreed also that there was no necessary conflict between these two types of provision; younger people needed opportunities to work for

qualifications valuable in their careers and older people, who in most cases would have obtained such qualifications as they needed, would attend the other kind of course. It was pointed out that in some countries (e.g. the United Kingdom) university extra-mural work primarily attracted people who had already acquired such qualifications as they needed for their work. On the other hand, and in accordance with the observations of the Unesco Commission Report, the provision of vocationally-biased courses leading to qualifications might be of great importance.

A comment on this issue which might be made is that there seems to be a need, not only in Asian countries but in others as well, for the idea to be propagated strenuously that some kinds of knowledge are good in themselves or to be judged by their social value. The idea that study should be undertaken only when it leads to a qualification is one that has many disadvantages, one of which is that interest in study tends to disappear when the qualification is obtained. Mr. Hughes mentioned that when he was working in Africa his students rejected the proposal that qualifications might be obtained from attendance at extra-mural classes and said that the value of the knowledge they obtained was enough in itself.

The point was also brought out in discussion that extra-mural work should not be undertaken solely for the benefit of those with the qualifications necessary to be able to register for degree courses. Extra-mural work in British, African and Indian universities had been commenced in order to enable people with only limited school education to enjoy the advantages of higher education of a specially designed and appropriate kind. In societies in which educational opportunity was restricted there would be many adults of high intelligence who could benefit from extra-mural classes but who had not the qualifications to register to take degree or similar courses. From people of this type community leaders frequently appeared.

The relationship between university departments of adult education and departments or divisions of Ministries of Education providing adult education services.

The question was raised if it is not the case that departments or divisions of Ministries of Education often do work of a kind similar to the extra-mural work of universities. The answer was that there are some subjects which only universities can teach and there are others they can teach better than any other body or institution. Universities are particularly equipped to teach those subjects which are rarely, if at all, taught in schools, e.g., economics, sociology, law and philosophy. These are all subjects which, in their various aspects, are peculiarly of adult interest. In other subjects the universities are the best equipped institutions to teach at an advanced level, e.g., history, geography, languages and literature, and it is in the provision of courses at an advanced level, as the Unesco Commis-

sion Report points out, that the need for their participation in adult education lies. Universities are also the best equipped institutions for providing refresher courses for qualified people and for training people for community development, social work and adult education. The division and departments of Ministries of Education, on the other hand, are better equipped than universities for such types of adult education work as literacy classes, handicraft classes, elementary and secondary education classes and recreative classes and activities.

That there is no real conflict between the extra-mural work of universities and the adult education work of Ministries of Education and local education authorities was shown by examples given from different parts of the world. They showed that the demand for adult education services is so great that generally all kinds of work in it tend to expand as facilities are made available. It is necessary to recognize the need for consultation and co-operation between extra-mural departments of universities and the departments of ministries of education engaged in adult education. Although the work they do is to a substantial degree on different levels they have many problems in common and are both fundamentally interested in the improvement of the general cultural and social situation in the countries to which they belong.

The need to take into account the differences in the stage of development of different universities and the general conditions in which they work.

This was generally recognised. Some universities are fully established, others are at an early stage of development. Developing universities have to work in accordance with a scheme of priorities and it may be some time before they can become fully engaged in extra-mural activities. Some universities may have to expect only slow development in their extra-mural work because of the financial limitation that govern their activities. Some may feel that in the early stages vocationally-orientated courses leading to qualifications are those most needed and most likely to be successful.

The relationship of an extra-mural department with other departments of a university.

An extra-mural or adult education department of a university has, as its primary function, the organising of adult education teaching appropriate to a university. To perform this function in the first place it needs to discover what are the major adult education needs of the society in which it operates and the respects in which the university may help to satisfy them. In the arrangement of courses of study it will depend mainly upon the teachers inside the university for its work. The needs of adult education students are different from those of university students, however, and the extra-mural department will have the major responsibility in designing appro-

priate courses. In doing this it should, when appropriate, consult the internal departments interested in its projects. Adult education also requires a rather different approach to teaching from that usual inside the university and it is necessary for the extra-mural department to know what methods and techniques are most likely to be effective in its work. Although the extra-mural work of a university is likely to depend mainly on its own teachers, other people, of similar academic standing, may be needed to supplement their work. Frequently an extra-mural department will need to arrange courses of study not included in the range of studies in the university and outside specialists may be needed to help. In addition the demand for some subjects may be greater than the teachers in the university can meet and outside help again will be needed. Finally, effective adult education depends on the existence of a nucleus of professionally committed specialists and every department is likely, especially when its work has developed, to need full-time teaching members of its staff. The extra-mural work of the university, in fact, may be likened to a tree; the trunk is the equivalent of the extra-mural department and its full-time staff, the branches and the foliage are the teachers recruited from the university and outside to help on a part-time basis.

The more complete the co-operation of an extra-mural department with internal departments in relation to the courses provided in their subjects the greater the significance of extra-mural work to the university as a whole. In a sense an extra-mural department should try to make all departments of the university aware of their extra-mural duties and should act as one of the chief channels of communication between them and the outside public.

The position of an extra-mural department in relation to the provision of courses of study in subjects of political significance.

The department exists to provide courses of study similar to those inside the university and therefore courses in political studies are just as appropriate for it as they are for the internal departments which specialize in this field. The department exists to promote serious, responsible and objective study, however, and this means that teaching in political studies should always be conducted with the necessary degree of restraint. The department must always operate in the belief that a well-informed and thoughtful public is likely to be both more stable and more progressive than one in which ignorance and emotion are dominant.

What kind of full-time teachers should an extra-mural department employ?

As has already been said the department should employ full-time teachers in subjects which are in such heavy demand that part-time teaching will be insufficient to meet it. Departments might also need to employ resident tutors who live in centres distant from

the university itself. These are most likely to be necessary because of the difficulty of supplying a teaching service by part-time teachers when arduous and time-consuming travel is necessary. Resident tutors may, however, play a much more positive role in relation to the university, since they may act as a link between it and remoter centres of population in the areas they serve. This may be illustrated by reference to the University of the West Indies, which placed extra-mural resident tutors in the islands and territories away from Jamaica, where the university is located, in order to ensure that the university would be seen to be and to operate as a West Indian institution rather than one of purely Jamaican significance.

Does extra-mural work mean more than arranging courses in the university which may be attended by other than students registered for study leading to degrees?

This has already been answered in part by the description of possible courses other than those leading to degree examinations and in the section describing resident tutors. A fuller treatment is necessary, however, since an idea which the members of the Conference appeared to find difficult to grasp, was that of the university sending teachers out to distant communities in order to teach. This, in fact, is extra-mural work in its truest and most complete form and was the basic idea behind the extra-mural (or extension) work commenced by Cambridge University nearly one hundred years ago. The idea was that peripatetic (or travelling) teachers should go up and down the country giving people who could never hope to enter a university the benefits of university teaching and scholarship. 'Extra-mural' therefore, means a going out beyond the walls of the university with the teachers visiting their students rather than receiving them inside the university itself. Another feature of this idea is that each university has a responsibility to a region or a whole society and should aim deliberately at trying to promote the region's cultural and intellectual life.

A difficulty that may arise pointed to in some of the Conference discussions is where two or more universities may exist in the same region. In such cases co-operation rather than competition should be the rule. The problem can be solved by an allocation of territory to each university or by a distribution of functions determined by the special characteristics of each university. In some cases an extra-mural department might utilise the services of teachers from other universities; this might be the way in which a developing university takes part in extra-mural work until the stage is reached at which independent activity becomes possible.

The conclusions reached by the Conference

Although the Conference, as has already been explained, did not

aim at passing resolutions, in its concluding session it decided that it should record its agreement on the following points:

1. That it is important that universities in South-east Asia should take part in the provision of adult education services in the societies to which they belong, but the nature of their participation and arrangements to secure it should be determined in the light of local circumstances and flexible in relation to particular universities.
2. That the above view was reached not only because the Conference thinks that the universities can give a great deal to adult education but also because it thinks that participation in adult education helps to create new and more intimate contacts with the public beneficial to the universities in numerous ways, e.g. in stimulating new thinking about established subjects, in prompting the development of new subjects and in opening new opportunities for research.
3. That it is desirable that a regional institute for adult education in South-east Asia with training, research, library and clearing house functions be established in Hong Kong in order that training courses can be conducted in the light of regional, social and educational circumstances.
4. That it is important that the attention of organisations, other than governments, e.g., Unesco, educational foundations, etc., should be drawn to the needs of universities in developing their adult education work.
5. That the Conference Organizer, Mr. Ieuan Hughes, should follow up the work of the Conference to ensure continuity by keeping in touch with the participants and their institutions and to continue to promote generally the purposes of the Conference. To help with this work it was recommended that he be authorized to draw on the assistance of the representatives of ASAIHL (Prince Prem Purachattra), ASPBAE (Arnold Hely) as well as delegates from the different countries represented and, if necessary, form an informal Standing Committee.

**Report on Follow-up tour¹ by Mr. Ieuan Hughes,
Director of Extra-Mural Studies, University of Hong
Kong and Mr. W.E. Styler, Director of Adult Educa-
tion, University of Hull.**

The Philippines:

Mr. Styler spent his time in Manila, where he lectured at the Ateneo University, gave a public lecture at the downtown centre of the Ateneo University, and lectured to the Unesco group of lecturers and administrators engaged in teacher-training at the University of the Philippines. He met members of the governing body of the Philippine Women's University at a luncheon. With Dr. Atienza he visited the Mayor of Manila, and at his request prepared a paper on extra-mural work to be put before a committee engaged in considering the establishment of a new city university. He visited the Los Banos Agricultural School of the University of the Philippines, conferred with those of its members engaged in the promotion of Agricultural Extension Education, and visited a number of villages to see work in progress. He visited and conferred with members of the Adult Education Section of the Ministry of Education.

Mr. Hughes had discussions with Dean Morales of the University of the Philippines and spent two days in close consultation with faculty members at Silliman University.

Together they visited the Labour Education Centre of the University of the Philippines and spent a morning in conference with members of its staff.

Thailand:

They visited all the universities in Bangkok. Mr. Styler went to the Chulalongkorn University before Mr. Hughes arrived; the other visits were made together. At the Thammasat University they took part in a meeting which was determining a syllabus for an extra-mural degree in the social sciences. In their discussions it became obvious that progress in the development of university extra-mural work depended upon the provision of larger government grants. They therefore had two meetings with the Secretary-General of the National Education Council, Dr. Kamhaeng, and subsequently wrote to him putting the proposal that an international expert should be secured to make a survey and devise a plan for the development of more comprehensive national adult education provision.

They also visited the Adult Education Division of the Ministry of Education and spent an afternoon in conference with its Director and his assistants, and the South-east Asia Office of Unesco, where

1. See Introduction.

they gave an account of their activities and ideas to Mr. Krishnamurti (the officer responsible for Adult Education) and the Acting Director.

Kuala Lumpur:

They spent a good deal of time at the University of Malaya, where they saw numerous professors and the Vice-Chancellor. They visited and spoke to a combined meeting of the staff and students of the Department of Education. They spent a considerable amount of time with Professor Ruth Wong, Professor of Education, who will eventually be responsible for constructing plans for the development of the university's extra-mural work. They also had a discussion with Dr. Hayden of Unesco, who was in agreement with them and all those with whom they had discussions on the importance of developments in adult education in South-east Asia, including the proposal for a South East Asian Institute of Adult Education.

They visited the Ministry of Education and various organizations in Kuala Lumpur, including the National Union of Teachers, the Ministry of Labour, the Malayan T.U.C. and the Rubber Employers' Federation, to discover their views on the desirability of university provision for adult education through extra-mural work. They were able to give the results of their enquiries to the University.

Professor Ruth Wong told them that her Department was intending to appoint a lecturer with adult education as his special subject. His/her job would be to conduct research into adult education and train the first members of the staff of an extra-mural department.

Singapore:

They had conferences with representatives of the University of Singapore, of the University of Nanyang and the Adult Education Board of the city. These were valuable, in their belief, if only as a means of encouraging the development of co-operative relationships. After Mr. Hughes had left Singapore, Mr. Styler gave a broadcast on Singapore Radio, in which he described the Leverhulme Conference and outlined possibilities in the development of adult education.

Sabah & Sarawak:

Mr. Hughes visited Sarawak where he had discussions with the education authorities, the Adult Education Board and the British Council. In Sabah he contacted the Director of Education and had discussions with the British Council.

APPENDIX A

REPORT OF THE COMMISSION ON "THE ROLE OF UNIVERSITIES IN ADULT EDUCATION"¹

SCHEME OF THE REPORT

I. General

- 1.1 The nature of the university
- 1.2 The role of the university in adult education
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II. The Teaching Role

- 2.1 Direct teaching and other roles
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- 2.3 Other educational functions
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III. Training

- 3.1 Professional preparation and development of adult teachers
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IV. The Establishment of a University Department of Adult Education REPORT

I. General

1.1 The nature of the university

For the purposes of its deliberations, the Commission defined a university as a body of teachers and students which is independent by constitution or by tradition and which is established for the purposes of:

- (a) pursuing post-secondary studies leading to a degree,
- (b) undertaking such research as befits its stage of development,
- (c) providing community leadership by the advancement and diffusion of knowledge through such adult education and other services as are appropriate to a university.

The Commission notes that in some countries institutions that are

1. Compiled by the University Commission of the Second Unesco Asian Regional Conference on Adult Education held in Sydney in January 1964.
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in fact designated as "colleges" come under this definition.

The Commission agrees that a university may perform each of these characteristic functions to a greater or lesser degree according to the needs of the community in which it is placed, and that in all developing societies possessing a limited number of specialised institutions, a university should pioneer educational activities that would be handed on to more appropriate organisations as they develop; indeed universities might assist in the development of such organisations.

1.2 *The role of university adult education*

In the view of the Commission, the university in the field of adult education is concerned with the all-round development of the individual citizen as distinct from the full-time internal degree student. This includes his intellectual, social and vocational development. It is concerned not only with helping him to achieve greater understanding of such fundamental issues as moral values and the place of the individual in society, but also endeavours to help him to understand the social forces that operate around him and to make a more efficient contribution to the welfare of his society through his work and through community action.

University adult education has a special interest in the training of community leaders and professional workers such as teachers since, through their activities, the knowledge and skills imparted by the university can be transmitted to a wide circle of adult citizens throughout the community. Community leaders have influence with their people, but often lack the technical knowledge, e.g. in law, necessary to guide them in their public duties which are becoming more and more complex. Teachers and other professional workers may have acquired a good general and specialist education, but this requires constant refreshment and supplementation in a situation where social conditions and technological knowledge are being rapidly transformed.

University adult education organisations not only institute programmes for citizens, leaders and professional workers at the university itself, but they also carry out their teaching activities at convenient places throughout the territorial areas they serve. They bring the staff and other resources of the universities to the very communities and groups which stand in need of their assistance. University adult educators are, moreover, trained to collaborate with all kinds of community organisations (e.g. town councils, country women's organisations) and professional groups (e.g. social workers, public health officers).

It is also an important part of the function of university adult education organisations to institute training schemes by which professional and other workers in different specialist fields are taught the adult education techniques that will assist them in conveying their knowledge and experience to adults in local communities. The whole process of education for better living can be greatly accelerated if

school teachers, agricultural extension workers, health officers, social workers and the like acquire greater skill in the special art of communicating with adults.

1.3 *Social change and university adult education*

We are living in a time of rapid change. The pace of technological, social, economic and political change is in fact so great that adults around the world face problems and require knowledge that did not exist in their youth or childhood. For this reason, though not for this reason alone, the education which they received in their youth or childhood does not adequately equip them for adult life in today's world. They need continuing education. And since much of the new knowledge that they require and many of the new problems that they face are complex, some part of the adult education that they need is university adult education.

The challenge of social change is world-wide, but it is especially clear in the developing countries. In the first place, the problem of keeping abreast of new knowledge and changing ideas and practices is more difficult in these countries where education is not highly developed. And secondly, the process of development has brought many social problems with it. Since economic development has been accompanied by rapid population increases, the basic problem of poverty is still with us, and a solution to it is not to be expected in the immediate future. In the transition from a subsistence economy to an industrial economy, the traditional village social order has been disrupted and the individual has been deprived of the security and sense of purpose that he enjoyed within it. Poverty and population pressures in rural areas have been accompanied by mass migration from the country to the city on an unprecedented scale. Thus rapid urbanisation has added further social problems including unemployment and under-employment, inadequate housing, the lack of a sense of community and problems relating to family life and to health and hygiene. Rural and urban dwellers in the developing countries are thus beset by deep social problems. And unfortunately, to date, progress in meeting them has been disappointing.

It is clear that the achievement of economic and social progress in the developing countries is often related to the problem of fostering a sense of national identity and purpose. It is clear, also, that the problem will not be solved except through the co-operation of many nations. An immediate problem for governments, however, is to allocate funds available for development between various objects of investment, of which education is one. And within the field of education it is necessary to decide on the allocation to be made to adult education in general, and to university adult education in particular. Universities are, by reason of their tradition of objectivity and their competence as institutions of higher learning, in a strong position to make a vital contribution towards the solution of the complex pro-

blems which face the developing countries. An important part of this contribution could be made through programmes of research and undergraduate teaching. But, since it is the adults of today who must meet the problems associated with development, an essential part of the university's contribution must be through adult education. It is thus central to the case for the allocation of resources to university adult education in the developing countries, that there is an urgent need to equip adults (especially adult leaders) to contribute to economic, political and social progress.

University adult education may be expected to serve this purpose in two distinct but closely interrelated ways. First, it may help to develop and maintain the professional skills necessary for development. It is scarcely necessary to labour the point that in a developing country, in grave need of engineers, medical men, teachers, administrators, scientists and other professional people, it is essential that the skills and knowledge of qualified professional workers be kept up to date and that adults should be given the opportunity to acquire or improve professional qualifications relevant to development. Second, university adult education may help to develop among adults and, more particularly among actual or potential community leaders, a broadly based understanding of the world in which they live, of the changes which are taking place in that world and of the problems associated with these changes.

Without such understanding, adults are not in a position either to influence the direction of change or to meet the problems associated with it. There is an abundance of evidence to suggest that if adults are successfully encouraged to study the human community and, more particularly, issues relating to their own social and political environment, they will not only equip themselves to contribute to social development, but will in fact often contribute to studies of the community. On the other hand, in the absence of such study, community attitudes and beliefs may prove a barrier to the making of desirable change. It may be expected that a broadly based programme of this kind will provide for the objective study not only of current issues related to social development such as, for example, the problem of population, the distribution of income, the impact of science on society, and the preservation of mental and physical health, but also of cultural and historical subjects relevant to community attitudes and beliefs and of international relations.

University adult education should, the Commission believes, promote the study of other cultures and of international relations and the development of better international understanding as an ultimate goal. It should, incidentally, be available to expatriates to enable them to study and improve their understanding of the cultures of the countries in which they are temporarily domiciled. And in countries with more than one race and culture it may play an important part in developing inter-racial and inter-cultural understanding.

University adult education provides the community with access to valuable resources of a kind which the university alone has. It also provides advantages for the university in that it gives university teachers an opportunity to get to know the society in which they are working, and increases public understanding and appreciation of the work of the university.

A university is best able to provide for the study of urgent complex and controversial issues through its department of adult education when it has, in full measure, both the academic competence and the independence traditionally associated with universities.

1.4 *Organisation of university adult education*

Having concluded that it is highly desirable that universities should actively concern themselves with the social changes which are taking place in the rapidly developing societies around them, the Commission examined the forms of machinery universities might use in order to serve the community's needs in a manner appropriate to a university. The Commission notes that universities sometimes concluded special arrangements with non-university bodies, as when the University of the Philippines, in conjunction with the Government of the Republic, established a special organisation for the training of community leaders. Frequently, too, university departments make direct arrangements with non-university organisations and community groups in order to carry out specific projects. Nevertheless, the Commission concludes that there is a convincing case for the setting up within the university of a special organisation which would serve as a focus, clearing house and co-ordinating centre for all adult education work of the university. This special organisation might appropriately be constituted as a department of adult education or other administrative unit of similar designation. This department would be responsible for the selection of university staff for adult education teaching and would ensure inter-disciplinary co-ordination for that purpose. It would have at its disposal the university's accumulated knowledge of adult education methods and techniques which would thus be readily available for communication to outside agencies. This department, too, could be the arm of the university which would ensure that as many other departments of the university as possible were involved in adult education work.

The major educational functions of this department would be the following:

- (i) study and research (including experiments and pioneer projects) in adult education and some related fields of knowledge with particular reference to the identification of community needs;
- (ii) provision of a comprehensive programme of teaching for adults not enrolled to study internally for a degree, including both liberal and vocational courses;

- (iii) refresher and other courses for professional and similar specialised groups (e.g. management for businessmen, public administration for local government officers);
- (iv) the training of community leaders in leadership skills;
- (v) the training of community leaders, professional and specialist workers, including school teachers, in adult education methods and techniques;
- (vi) the holding of conferences and seminars for the study of special problems of community or professional interest;
- (vii) co-operation with other organisations and agencies interested in adult education;
- (viii) advice and consultation on educational matters;
- (ix) the general stimulation of the intellectual and cultural life of the community (e.g. by occasional lectures, recitals, etc.).

The Commission is also satisfied that in developing societies where there is an urgent demand for higher vocational qualifications, and when it is not possible for all qualified students to obtain intramural university education, there is a clear need for the universities to set up special organisations for extra-mural study leading to degrees, diplomas and certificates. This organisation could either be a part of a university department of adult education or another department within the university. The Commission considers this matter to be one of such importance that it has been made the subject of a separate section of this report.

II. The Teaching Role

2.1 *Direct teaching and other roles*

In making a detailed analysis of this aspect of university adult education, the Commission considers it to be pertinent to make a distinction between:

- (a) the direct teaching role of university adult education departments, and
- (b) the other educational functions of adult education departments in universities.

In relation to sub-para. (a), though a university adult education department may engage in pioneering or experimental work as indicated in detail below (para. 2.2), its work will be mainly in the study, at an advanced level, of a wide range of subject areas which will cater for varied interests and aptitudes.

In relation to (b) above, the Commission suggests the following as appropriate for consideration by universities in developing countries:

- (i) Research and experimental work,
- (ii) Stimulation and co-operation,
- (iii) Consultative services,
- (iv) Guidance and counselling,
- (v) Publication and materials,

(vi) Training.

2.2 *The direct teaching role of university departments of adult education*(a) *Studies at an advanced level*

However adult education is organised, it will vary in time and place, and therefore priorities will change from time to time, particularly in the light of the resources available. But a university adult education department should use its resources for advanced level studies, except where other qualified organisations are unable to assume responsibility for introductory or lower level work. Indeed, as noted later (para. 2.3 (b)), it is considered that, where there is a demand for studies of an introductory or similar character which the university is unable to meet, the adult education department of a university should endeavour to stimulate other suitable organisations to undertake work of this type.

The Commission sees the principal contribution of university adult education departments as study at an advanced level, in a wide range of subject matter areas, and catering for varied interests and aptitudes. University adult education should be characterised, moreover, by scholarship and objectivity in the approach of the teachers and by intensive and sustained effort on the part of the student.

(b) *The teaching of liberal/general studies*

A basic field of study in which a university adult education department should engage is that of liberal studies. These could include subjects in the humanities, sciences, social sciences and cultural arts, which throw light on the nature and destiny of man in his social, economic and cultural setting.

In certain communities, especially where there is rapid change, it may be important to foster studies of cultural traditions, such as art, literature, ritual, folk-lore and music, in order to preserve a knowledge and appreciation of the cultural heritage.

It is also realised that a university may regard a programme as liberal, and provide it for that purpose, but that the motivation of students in undertaking these studies may be different, e.g. for vocational or cultural reasons. This, however, should not deter the university from providing these liberal studies, since the approach of university teachers can be such that it contributes to human understanding in the broadest sense.

Within many vocational studies, and professional refresher courses, particularly in the field of management and administration, liberal studies can play a significant part.

(c) *The variety of programmes*

As stated earlier in the Commission's report (para. 1.4), a university adult education department should provide a comprehensive programme of courses, in a wide range of subject matters, within

the limits of its resources. These courses may consist of subjects taught intra-murally, but may be extended beyond these, where suitably qualified teachers are available.

Again in para. 1.4, the holding of refresher courses and other courses designed for professional development are stated as specific functions of university adult education departments. Included within this type of work are post-graduate professional courses, and studies for higher technical administrative personnel, in the applied sciences (e.g. engineering and agriculture), and in other fields such as industrial relations, social welfare, management and administration, law, and criminology. A university adult education department can also play an important part in the provision of short-term "crash" programmes for professional and semi-professional workers in various fields, and in the provision of in-service teacher education.

The arrangement of conferences, seminars and similar meetings is a further teaching function of a university adult education department, stated in para. 1.4. In this regard, the study tour or travel seminar is of value as an adult education activity, whereby people from one country travel to another and undertake a study of it, or where people from a number of countries are brought together for study purposes.

Where there is inadequate provision by other agencies in the field of adult education, the university may, as previously noted (para. 1.1), enter the field at a level below that normally maintained by a university, provided that this does not lead to an undue reduction of work at a university level. Before undertaking such work the university should be satisfied that all that is possible has been done to induce more appropriate agencies, such as the schools, to undertake this work themselves. Careful consideration should also be given by the universities to the scale of fees or honoraria which should be paid to the teachers employed by them in such fields of activity lest anomalies arise that would make it difficult for other agencies to take over that work. In this connection the Commission wishes to stress the importance of the appointment of adult education officers within the schools system so that effective co-ordination in this and many other matters can be achieved.

Another field in which a university can play a significant role is in agricultural extension. The term means different things in different places, but it is conceived here as much more than the transmission of knowledge to farmers, graziers and other rural producers. The agricultural extension worker is basically an educator — a teacher of adults. His essential tasks are to develop farmers (as distinct from farms), in the realisation that only by helping farmers to make soundly-based decisions can the more direct and obvious aims of improving farm efficiency and changing farm practices be achieved.

In some countries agricultural extension may only be concerned

with subject matter directly related to farming practices; in others, the extension service is concerned with the whole farm, including the farmer's family and home; in other places still, the farm and the farmer are considered as part of a broader community, and his problems are viewed in this social context. The approach of any particular university will then depend upon the way in which the university views agricultural extension. So, too, the degree of involvement of the university will be related in the same manner to the university's philosophy of agricultural extension. In some places the universities have become the permanent agents of agricultural extension.

It is noteworthy that there are dangers that a university can use too large a part of its resources in agricultural extension, if it attempts to remain in "retail" or "on-the-farm" extension.

As indicated in other sections of the Commission's report (paras. 3.1(b), 3.2 and 3.3), reference is made to the university's role in training professional adult education workers and community leaders, and this is relevant to the training of agricultural extension officers and leaders in rural communities.

(d) *Evaluation*

There should be regular critical evaluation of the direct teaching activities of the university, both by the staff of the university department of adult education and, where appropriate, by research workers drawn from other university departments.

2.3 *Other educational functions of university adult education departments*

In para. 2.1, five focal points are suggested as appropriate indirect educational functions for a university adult education department. An elaboration of each of these is given below.

(a) *Research and Experimental Work in Adult Education*

This could include:

- (i) Surveys of the nature and extent of adult education provision in existence within the operational area of the university, in order to ascertain the range of work being done in the field, the agencies which are involved in the programmes, the administrative and financial arrangements under which the work is carried out, the extent of community participation, the staffing structure, and similar matters. Such surveys are regarded by the Commission as particularly valuable in the early stages of the development of a university adult education programme, but in addition it is suggested that periodical surveys of a similar type are needed, so as to provide a form of evaluation and review of current work, as well as to highlight gaps, duplication and overlapping in the total adult education provision. The

surveys might also include comparative studies in adult education.

- (ii) The identification of social needs which can be met by adult education. Whilst it is recognised that there may be inherent philosophical difficulties in identifying the needs of a society, it is felt that these can be clarified by various means. The method of community self-study may well be a useful tool in some situations; sociological, socio-educational and social-psychological studies of communities may assist in other cases; surveys of the characteristics of participants and non-participants in adult education activities may help, especially if due regard is given to the changing needs of these students in their changing society; experimental work in some areas of adult education may disclose latent needs in society.

The identification of social needs which can be met by adult education, when taken in conjunction with (iii) below, makes possible the allocation of priorities for meeting these needs.

- (iii) Identification of the existing and potential resources, both human and physical, to meet the adult education needs of the particular society.
- (iv) Studies of the different organisational and administrative structures through which university adult education operates. This aspect of research might include the means used for publicising, promoting, financing and staffing the adult education programmes of universities.
- (v) Experimental work in teaching methods and in the use of materials, having regard to the people already participating in adult education activities, as well as those who might be involved in future adult education programmes.
- (vi) Experimental activities, in terms of the subject areas covered, the types of programmes offered, and the range of participants from different social and economic groups in a community. All such work can develop resource potentiality in a society and elucidate how needs may be effectively satisfied and how resources may be more fully utilised.

It is appreciated by the Commission that the suggestions made in this section of the report (2.3 (a) (i)-(vi)) may have implications for the staffing of a university adult education department. One means of meeting the situation is to have competent research workers attached to the staff of such a department. Alternatively, it may be deemed appropriate for a university adult education department to take the initiative in promoting this research by other university departments or by agencies external to the university.

The Commission is also aware of the existing research findings which are available in the field of adult education. It is pertinent,

however, to stress the need for the collation of relevant research findings in adult education, to avoid the possibility of duplication of research or experimental work, though it considers these are limited, and in some areas it would suggest further research, related to particular societies, is needed.

(b) *Stimulation and Co-operation*

Another educational function of university adult education departments is to stimulate various organisations to undertake teaching or engage in research in adult education or related fields. It is considered that the adult education department should encourage other departments within the university to participate in its programme of teaching and research, and also seek the co-operation of institutions outside the university in this work. In more detail, the task of stimulation *within* the university might include the following:

- (i) To encourage other university departments to engage in adult education activities relevant to the particular skills, knowledge and experience of those departments. It may be appropriate, for example, for a university department to enter the field of professional refresher training.
- (ii) To encourage other university departments to undertake research in fields related to adult education work. Such research could be directed towards examining the adult educators' own professional problems, or it may be sociological or other research related to the general problems of adult education provision.
- (iii) To stimulate inter-disciplinary co-operation within the university or between universities, so as to provide more effective adult education programmes.
- (iv) To encourage suitable students in adult education groups to become full-time students.
- (v) To play a part in the initiation of new departments within a university, where the need for these becomes apparent as a result of adult education work.

A university adult education department should stimulate and guide other institutions as organisations *outside the university*, to establish their own adult education programmes and make appropriate direct adult education provision to meet their own and wider social and education needs. This provision may well include professional refresher courses, in-service training and retraining, as well as other areas of adult education such as health education, literacy work, youth leadership training, education related to family planning, and trades union leadership planning.

There are many organisations, both governmental and non-government agencies, which the Commission considers should be included in this group and with whom a university adult education department might work with mutual benefit, e.g. departments of education, social

welfare, prisons, health, town planning and agriculture; libraries, museums, art galleries, cultural societies, women's organisations, religious and church bodies, folk societies, tourist agencies, business associations, community centres, learned societies, co-operatives, press, radio and TV organisations, service clubs, political parties, social welfare organisations, and farmers' groups.

In regard to this whole area of stimulation and encouragement, there is an important liaison role which a university adult education department can perform. However, the process of stimulation is one of reciprocal flow, whereby the adult education department may receive impetus for its work from other university departments and from bodies outside the university, and at the same time encourage the external agencies to play a significant role in adult education provision.

(c) *Consultative Services*

The university adult education department has a role in providing advice and assistance to communities and community organisations which seek its help. This advisory function may stem from the stimulation discussed above, or may arise spontaneously from within the community. Requests of this kind will depend upon the nature of the society and the stage of development of the organisation, and these requests for guidance may be made in relation to the general development of these communities or specifically in relation to adult education needs.

(d) *Individual Guidance and Counselling*

A further advisory function is that of providing guidance to adult students regarding the types of education programmes they might pursue to meet their particular requirements. This is considered to be an increasingly important function, in the light of the growing number of students seeking adult education and the range of interests of these students.

(e) *Publications and Materials*

It is recognised by the Commission that the possibility of a university adult education department undertaking publication will depend upon the particular circumstances of the university. The following are suggestions concerning some types of publication and materials which are appropriate to an adult education department:

- (i) Information of professional interest, such as research report and reviews of current literature, designed for people working in the field of adult education.
- (ii) Materials which assist, either directly or indirectly, in the teaching work of adult education. These might consist of textbooks, background reading materials, etc., research papers from relevant fields such as agriculture; teaching aids for adult education, such as films, programmes of instruc-

tion, tapes, videotapes, records, and slides; publicity publications related to adult education; books and pamphlets of general interest for the purpose of public enlightenment on important issues or on major fields of knowledge.

- (iii) Proceedings of conferences, seminars and similar meetings about adult education and about the subject matter studied by adults.

It is appreciated by the Commission that there may be difficulties for an adult education department, in its initial stages, in establishing the necessary facilities for this publication. It is envisaged that it may therefore be necessary to utilise existing publication resources either within the university or those available elsewhere.

(f) *Training*

In the sense of professional preparation and development of those engaged in adult education work, training is recognised as an important function of university adult education departments, but detailed discussion of this matter is included in Section III of the Commission's Report.

2.4 *Teaching methods in adult education*

(a) *Introduction*

- (i) In the statement which follows, some of the teaching methods described are more suitable for adult education students taking elementary or vocational courses, while other methods are more appropriate for advanced students studying academic courses. However, a variety of methods may be used at each level of adult education teaching.
- (ii) In considering the teaching methods available, it is highly desirable that adult students should be encouraged to become active participants in the educative process. This implies that discussion and other activity methods are of particular importance in adult education work.
- (iii) The task of an adult educator will depend not only on his awareness of human problems and on his sensitivity to co-operative work, but also on his ability to select, and use to advantage, the teaching methods available, taking account of the level of the courses and the capacities of the students.

(b) *The Lecture*

- (i) The lecture is the most common instructional method of conveying knowledge to a large body of students in a limited space of time. A lecture may stand on its own or form part of a sequence; and according to the intellectual maturity of the students, a lecture may be pitched at an elementary or advanced standard. Although lectures

often take the form of written papers read to a class, there are some advantages in adult education work in preparing a lecture in the form of a logical skeleton plan. This enables the lecturer to talk freely and naturally and to use illustrative material.

- (ii) The stimulative lecture usually requires no additional aids. Its success depends on the language of the lecture itself. However, most lectures depend for their success on the organisation and presentation of the subject-matter and on the variety of illustrative material used. One of the advantages of a good, straight lecture is that it may involve little expense and it may be given in or out of doors.

(c) *Lecture-Demonstration*

The lecture-demonstration is a variant of the straight lecture, and is generally used when apparatus or materials are essential to the teaching. Sometimes a film may be used during or after a lecture to demonstrate the main points of the lecture.

(d) *Lecture Discussion*

- (i) Short lectures may be used to introduce sections of a topic forming the subject matter of a symposium, the lectures being given by a panel of speakers, comprising the symposium. After presentation of the subject matter, members of the panel may answer questions from the audience.
- (ii) Sometimes during the course of an ordinary lecture a lecturer may pause to discuss points with his audience, or he may permit questions to be put to him during the course of a lecture. As this procedure requires very careful handling, a more common practice is to allow questions and discussion at the conclusion of a lecture.

(e) *Question and Answer Teaching*

This method, which requires the teacher to pose suitable questions, particularly at the outset, is commonly used in schools as part of class teaching procedure. Usually the question and answer method is interspersed with factual information provided by the teacher. The method is not always suitable to adult groups; but some adult educators use it very effectively with small groups, especially to promote general discussion.

(f) *Tutorial Instruction*

- (i) A tutorial may consist of two persons only, a student and a teacher. This is one of the simplest forms of "personalised" method, the object of which is student development as well as the acquisition of knowledge by the student. One form of the individual tutorial is for the student to prepare a piece of work which then provides the basis of

discussion between the student and the teacher.

- (ii) Most tutorials today consist of small groups of students, each with a teacher. One of the advantages of the adult educator is that his students may have a greater background of knowledge and experience than other students. This means that tutorial methods are appropriate to many adult education teaching situations.
- (iii) In a tutorial, the teacher may take the lead by posing and elaborating a problem, which may then become the subject of general discussion. Alternatively, a student may present a short paper as a means of starting discussion.
- (iv) In tutorial teaching the teacher, or whoever takes the lead in a tutorial group, usually endeavours to maximise individual participation, at the same time discouraging members of the group from drifting too far from the theme of the tutorial.
- (v) Concerning tutorial instruction methods, it should be noted that the terms "tutorial", "colloquium", and "seminar" are often used interchangeably, particularly when smaller groups are involved. But in different countries somewhat different meanings are given to the terms mentioned. For example, "colloquia" and "seminars" may consist of larger groups, or they may be conducted in somewhat different ways.

(g) *Tutorial Class Instruction*

There are various ways of organizing and conducting tutorial classes for adult students. However, tutorial class methods tend to combine the instructional aims of the lecturer and class teacher with the individual objectives of tutorial teaching. In the tutorial class, students may gain information from a tutor, or else from books or other printed material. Written exercises are then set which provide a basis for individual advice and instruction.

(h) *Group Discussion Methods*

Discussion groups may be formed in small rural areas or at adult education schools or camps. The informational basis of such discussion groups may be provided by preliminary addresses, or by means of books, printed pamphlets, or by explanatory duplicated notes supplied from an adult education centre. When a discussion group has been formed it may be led by an adult educator or by a group member. But successful learning by group discussion implies a level of maturity among the members of the group.

(i) *Conference Methods*

- (i) Included under this heading are large-scale seminars or workshops, often held over a period of time, and dealing

with a theme or topic requiring sustained effort on the part of the participants for its elucidation. When well organised and conducted, seminars and workshops lead to considerable learning by participating members.

- (ii) Seminars and workshops require much preliminary planning. They also involve groupings and regroupings of participants; but their major purpose, apart from examining the motivating theme or topic, is to provide experience in the solution of problems by the processes of democratic discussion.
- (iii) In such seminars and workshops learning occurs in direct and indirect ways. Direct learning results from information fed out at the start, from group discussion, group reports and from a final report of the whole body of participants, which may eventually be published in duplicated or printed form.
- (iv) Conference methods, such as seminars and workshops, usually involve:
 - (a) A session of the whole body at which the theme or topic is stated, and to some extent elaborated. This may be followed by general discussion.
 - (b) Breaking into smaller groups for discussion of sections of the theme or topic, with report back to the main body.
 - (c) Bringing together group reports to provide a comprehensive report on the theme or topic.
 - (d) The employment of chairmen, rapporteurs, etc., for the whole group and for the sub-groups.
- (v) Seminars and workshops make use of many individual and collective skills, including skill in the control of a meeting or in stating a point of view. Reporting and editorial skills are also involved. In large seminars and workshops typing assistance may need to be provided.

(j) *Group Study Methods*

Group study methods are a variant of group discussion methods (see (h) above). A book may be chosen for study, and copies of the book may be made available from a library or adult education centre. Explanatory literature about the book may also be supplied. Study groups work in different ways. While all members may be expected to read the book and any accompanying literature, each member may be responsible for a chapter or section. An alternative method is that the group may meet weekly, concentrating at each meeting on a chapter or section of the book.

(k) *Adult Education Schools*

Adult education "schools" may occupy a day, a week-end, or a

week or more. They are often wholly residential, but if arranged in a city, may include non-residential members. Each school is usually concerned with a major topic. Information about the "school" is usually supplied before-hand by means of a printed brochure listing the addresses to be given by authorities on different aspects of the topic. Study and discussion groups are then formed by participating members. Sometimes symposia, seminars or workshops are included as part of an adult education "school".

(l) *Project Methods*

Project methods are individual or group activity methods of a simple or advanced research character. Their major objective is the acquisition of new knowledge. Such methods can have an application in group adult education work, including social surveys of given areas, or the study of educational provision, adolescence, old age, under-privileged groups, etc. A group research project usually requires that participating members undertake to investigate different aspects of the problem selected.

(m) *Educational Excursions*

The supervised excursion, involving adult education members, provides another form of activity method. An educational excursion may be combined with the investigation of a project, which may be supplemented by individual or group instruction from the leader of the excursion.

(n) *Study Tours*

This is a more elaborate form of the educational excursion. It may involve a tour of parts of one's own country, or a tour of a number of countries. Particularly when more than one country is to be visited, preliminary study of the economic, geographic, ethnic and cultural conditions of the areas concerned is generally undertaken. During the tour, apart from information being supplied to members of the party, they may be organised into study or discussion groups, or project methods may be used.

(o) *Practical Class Methods*

The practical class, as for example in science, is another example of the employment of the project method, or learning by doing. Usually technical skills are needed and supervised learning or individual instruction is involved.

(p) *Correspondence Teaching Methods*

These methods for the teaching of adults and external students of universities have now been well developed in a number of countries. They require a staff of trained tutors who send study material to students, and who correct their written work. In correspondence teaching methods student participation takes place on paper instead of by word of mouth. Library kits or boxes of educational material

may be sent to correspondence students to assist them in their studies. Today the work of correspondence education is supplemented by educational broadcasts on the radio, and also by educational television.

(q) *Educational Methods Involving Machines*

Included under this heading are individual methods, involving programmed learning by means of teaching machines, or group methods such as in the use of language laboratories for the teaching of foreign languages. Machine teaching also includes the use of tapes and tape recorders as, for example, in the study of music, as well as reading accelerators to increase the speed and comprehension of printed matter. Machine teaching of adults and students is one of the newer developments in education.

(r) *Mass Media Methods*

Under *Correspondence Teaching Methods*, reference was made to the use of radio and television in the teaching of adults and students. (See (p) above.) Open and closed circuit television are now being increasingly used for many specific educational purposes, apart from the more general objective of conveying information of educational value.

(s) *Case Study Methods*

Case study methods are widely employed today in the investigation of individual and group social and psychological problems arising in rural and urban communities. The case study is one of the forms of the project method concerned with social problems such as those arising in social welfare work. Case study methods involve the collection, collation and interpretation of personal, psychological and social data. Case studies may be undertaken by individuals or by groups.

(t) *Role Playing and similar Problem-Centred Methods*

A number of methods are used today which involve students in the direct study of actual situations, specific problems, or socio-psychological factors in human behaviour. Among these are role-playing and other forms of social-psychological drama. Such methods, under experienced leadership, are useful in arousing interest, bringing reality to the class situation, focusing attention on emotional factors, and relating theory to practice.

2.5 *Provision for teaching external students preparing for degrees*

(a) The belief that each individual should have the opportunity of receiving as much education as he is able to absorb, and the greater numbers receiving more education, are alike leading to an increasing demand for university education. While the founding of additional universities is providing for increasing numbers who can attend a university, it is only through the provision of tuition and de-

degrees for external students that the opportunity for university education can be made available to all who are qualified to matriculate. (See (g) below.)

(b) The desirability of providing for degrees to be gained through external studies arises from:

- (i) the need to satisfy the desire of adults who *cannot* attend a university;
- (ii) the need in developing countries to provide university education for a large proportion of students qualified to enrol as undergraduates who cannot be accommodated in existing universities;
- (iii) the need in developing countries to make use of all potential talent.

External study is particularly appropriate to the needs of the adult student in that it gives him opportunities for sustained and significant study not otherwise available to him. It is effective in all studies based mainly on reading and writing. It is important, however, to stress that it is not enough merely to provide examinations for external students. In addition it is necessary to provide highly qualified and competent teachers, and to give them adequate opportunities and facilities to teach their students.

(c) The *direction* of a programme of external studies should be the responsibility of one department in the university; this may be either:

- (i) the university's department of adult education, or
- (ii) a special department set up to administer external studies leading to a degree.

(d) The *teaching* of external students may be the responsibility of either:

- (i) a teaching staff appointed to the department directing external studies, or
- (ii) the staff of the teaching departments of the university.

(e) *Communication* between teacher and student, and between students, should be such as to make external students a part of the "community of teachers and students" which is a university. Methods by which personal contact and interchange of ideas between teachers and students are established and maintained include:

- (i) correspondence teaching which is not merely the issue of duplicated lecture material, but entails careful individual guidance and correction with a view to encouraging critical thinking and independent investigation;
- (ii) tutorial letters;
- (iii) study groups in areas where there is a sufficient number of students to come together for discussion. Circumstances sometimes allow for periodic visits by a teacher to such groups;

- (iv) short resident sessions for intensive study and discussion with teachers. These sessions can be arranged during vacations of internal students when the university's accommodation is available for use by external students. If the sessions are short, external students are in a position to attend during their vacations;
- (v) regular newsletters;
- (vi) personal interviews as opportunity arises;
- (vii) provision of *library services* for external students is essential. Radio and television may be useful aids to teaching.

(f) *The Standard of degrees* earned by internal and external students should be the same and should be recognised as such.

If external and internal students study the same courses, are taught by the same teaching departments as suggested in (d) (ii), and are assessed by the same examination, there is no question of differing standards. If, however, special courses are provided externally to suit adult interests these should be at a level comparable with, if not more advanced than, the level of the corresponding internal courses.

(g) *Special entrance requirements* for external adult students are desirable. Qualification for admission to the university by the same method as undergraduates progressing immediately from secondary school often requires the adult to spend, in surmounting a barrier, time which could more profitably be spent in university studies. An arrangement for provisional admission to be confirmed upon satisfactory performance in the first year of university study opens the way and accelerates progress for adults.

(h) The provision of tuition for external students is *not a cheap method* of providing university education. Each student should be taught individually, and each teacher can effectively handle only a small number of students. The extent to which provision for external study for university degrees may be expanded will be governed by the availability of finance and of competent teachers.

III. Training

3.1 *The professional preparation and development of adult educators*

The Commission divided educators into:

- (a) planners and organisers;
- (b) administrative assistants, finance officers, secretaries, etc.;
- (c) teachers, who may be full-time or part-time.

Each category might function separately, though co-operatively, but often both functions would be combined in the same individual and the relative importance of each would depend on local circumstances. The adult educator has often to work in isolation and therefore training and experience of an all-round nature are especially important.

(a) *Professional preparation required in planner/organisers*

These represent a wide range of workers, from directors with overall responsibilities, to organisers in the field (programme initiators), and tailor-made training for each would be impossible. All should possess a good general, liberal education and should have had experience in adult education or other work in which skill in handling human relations is essential.¹ All would, however, require some training under each of the headings listed below, though weighting and levels would depend on the exact nature of the individual's work.

- (i) A comparative understanding of the form and organisation of adult education, its extent and resources as well as its history;
- (ii) An understanding of the nature of the society in which he is working, its needs, potentials and problems, both generally and as they affect the individual adult;
- (iii) ability, experience or training in administration, including a knowledge of administrative procedure and organisation;
- (iv) knowledge of the psychology and methodology of adult education and of the research process.

Training by universities should seek to fulfil the above requirements and could be offered after or before experience, or contemporaneously with it. The university should be encouraged to develop post-graduate programmes for certificates, diplomas and advanced degrees (including doctorates) in adult education as a separate discipline or in general education with adult education as a major option in the syllabus. These courses would be open to candidates who had had experience in other professional fields as well as those who had had experience in adult education.

(b) *Administrative assistants, finance officers, departmental secretaries, etc.*

These form quite a separate category and, though their training need include no reference to adult education, it would be advisable to provide them with an informal background training in adult education through the day-to-day activities of the organisation.

(c) *Training of teachers*

A considerable variety of adult teachers will be required, and the majority in Asia at present will have to be able to operate effectively at the village level. However, all teachers need:

- (i) a thorough knowledge of their subject matter;
- (ii) an understanding of the student and his society;
- (iii) an ability to relate (i) to (ii) imaginatively and constructively;

1. e.g. in Japan, directors and assistant directors of social education are required to have had five years' experience.

- (iv) an understanding of the general principles of teaching and learning with particular reference to the adult and adult psychology.

Methods of teaching, and therefore of weighting in training, will vary considerably, depending on the type of subject to be taught and the motivation of the students. In some cases teaching methods will have greater importance, in others more specialised knowledge of the subject will be necessary.

Training schemes may take several forms:

- (v) For part-time teachers a great deal can be done along "in-service" lines by careful counselling, supervision and guidance through lectures, seminars and/or shorter training programmes. When provided while the teachers are involved in the teaching situation these will have a particular value. Full-time recruits will also benefit from this and may have to start this way.
- (vi) School teacher training courses should include an adult education section and, minimally, this should make the student aware of the needs, problems, and possibilities of adult education. To be really successful, training needs to be related to practical experience and is, therefore, most effective after the "student" has had some experience or while he is working. For this reason active co-operation with a university adult education department is necessary.¹
- (vii) The same considerations should apply to a separate Adult Education Teacher Training Programme whether organised jointly by education and adult education departments or solely by the latter.¹

3.2 Training of professional community leaders

Professional community leaders (a term which is intended to include community development workers, mass education officers, social education organisers, village level workers, etc.) need:

- (i) to understand the nature of the community;
- (ii) to understand the functions of community leaders;
- (iii) to be aware of the potentialities of universities and other educational organisations;
- (iv) to have a thorough knowledge of the theory and practice of Community Development.

Professional training courses may be at graduate or undergraduate level and can be provided by universities or by governments; moreover, there are a variety of ways in which they can combine, though usually the university plays the main or sole role, where the level is postgraduate. Government training schemes in various de-

1. See also Section 1.3 Report of the Commission on "The Role of Schools in Adult Education".

veloping countries and other courses offered by universities in Europe and elsewhere were examined in some detail by the Commission.

One of the former was an eight-month course provided for selected candidates who had obtained a bachelor's degree and who had passed the Civil Service entry examination for Community Development personnel. The curriculum of this course was designed by a university to fit the "job-specification" devised by the Community Development agency, and evaluated by an independent Council for Community Development Research. This programme covered the following subjects:

- (i) the philosophy of Community Development;
- (ii) local government and its role in community development;
- (iii) community and group dynamics;
- (iv) applied rural sociology;
- (v) communication (including methods of teaching);
- (vi) practical training in selected skills at a sub-professional level, e.g. agriculture, engineering, health, etc.

Such courses, it is considered, could be provided by adult education or other university departments, or by specially created Institutes of Adult Education and Community Development.

3.3 *"Training in adult education in intra-mural professional courses in order that doctors, agriculturists, etc., should be better equipped to communicate effectively with the urban and rural leaders in community development"*

The Commission agreed that there is a real need for this and that university adult education departments should see that such training is provided by the organisation concerned or by the university through its adult education or any other appropriate department. When these specialists are still undergoing their professional training as undergraduates they should not only be taught communication techniques but should also be made aware of the potentialities of co-operation with other departments, agencies and organisations. Professional workers in the following other fields are likely to benefit from such training: social welfare (though professional training in this field usually includes this kind of training), public health, youth work, police, personnel management, local government and the work of certain voluntary societies. Training should include group work, adult teaching methods and case studies as described in para. 2.4 of this report.

IV. The Establishment of a University Department of Adult Education

(a) Development by Stages

It may be advisable to implement the following proposals by stages. Whichever time-table is adopted, however, the object should be to lay solid foundations, for it may prove difficult to recover from

an uncertain start.

(b) *Preparatory Arrangements*

The planning and organisation of a programme of adult education are complex and onerous tasks. This is not always sufficiently appreciated, and there is accordingly a danger that rapid progress will be prevented through lack of adequate staff and resources. It is therefore essential to commence with the sympathy and practical support of these groups:

- (i) the public authorities;
- (ii) the administrative and academic staffs of the university itself;
- (iii) key agencies and individuals in the community.

It is also important to ensure at the planning stage that the university's statute or charter comprehends the conduct of adult education activities.

(c) *Organisation*

The participation of a university in adult education will best be secured by creating a special department. The head or director of this department should be appointed as a full professor or at least enjoy professorial status and the right to a seat in the academic council or senate. He may be advised by a board or committee approved by the university which may function under the chairmanship of the executive head of the university or his nominee. This board should consist of members of the academic staff, other institutions, voluntary organisations and the general public.

(d) *Academic and Other Staff*

- (i) *The Head or Director.* Every effort should be made to look for a qualified local person. It may be necessary, however, to import a visiting director from another country on special contractual or secondment terms. Alternatively, it may be found expedient in some places to appoint a local person advised by a visiting expert for a specified period of time.
- (ii) Several teachers or lecturers should be appointed at an early stage. Apart from teaching and research, some of them may be expected to undertake organisational duties. It may be advisable at an early stage to select an assisting director from among the teachers who have demonstrated administrative capacity.
- (iii) An efficient and well-qualified administrative officer is indispensable, and it is essential that adequate clerical assistance be provided in order to obviate uneconomic employment of academic staff on clerical duties.
- (iv) *Part-time Teaching Staff.* Part-time teaching should be en-

trusted to members of the university staff or persons considered to have equivalent qualifications, and they should be paid a professional fee or honorarium for their services.

(c) *Recruitment and Training*

If possible, full-time academic staff should have had previous experience in the field of adult education. But whether they have had relevant experience or not, they will doubtless need to undergo a period of training.

In some instances, it may be advisable to arrange for academic staff to receive a part of their training in other countries. For example, after a minimum period of local service and experience, a potential director or assistant director might well be sent to study abroad on condition that he return to his department and serve at least two months for every month received in training.

(f) *Accommodation*

Accessible and suitably furnished offices and classrooms, in and outside the university, are a basic requirement. "Off-the-campus" centres, having, where possible, residential and conference/seminar facilities, which are particularly useful, should be provided.

(g) *Equipment*

Essential administrative equipment usually includes typewriters, duplicators, telephones and transport.

Teaching aids should include:

- (i) *Reading:* books, pamphlets and miscellaneous aids
 - (a) a general library or boxes of books;
 - (b) textbooks specifically designed for local class needs and duplicated notes.
- (ii) *Audio-Visual Aids:* These might include film strips, films, records, tapes, projectors, recorders, record players, maps, charts and blackboards.

(h) *Finance*

Expenditure

- (i) Staff (full-time): salaries and expenses (travelling and subsistence);
- (ii) Part-time teachers: fees, honoraria and expenses (travelling, subsistence, etc.);
- (iii) Publicity (this is an important item of expenditure): brochures, advertisements, leaflets;
- (iv) Publications: e.g. pamphlets, papers, textbooks, reports;
- (v) Postage and stationery;
- (vi) Teaching aids;
- (vii) Equipment.

Sources of Income

- (i) Government (local, regional, central);
- (ii) University;
- (iii) Foundations and private gifts;
- (iv) International and inter-governmental organisations;
- (v) Tuition fees.

Permanent overheads — including the salaries of full-time staff, the use of offices and classrooms, and general administrative costs — should be met from the university's own resources. Supplementary grants for initiating new programmes and financing special research projects may be sought from foundations and other external sources.

Tuition fees may be expected to cover a proportion of the expenditure involved in providing courses, but it would be harmful to attempt to cover the whole cost of programmes from this source. Indeed, it is important that some courses particularly in the areas of general and liberal studies, should not be regarded as self-supporting. It is generally agreed that adults will and should be prepared to pay relatively high fees for courses that have a direct vocational appeal and prospects, but are less likely to pay the same fees for courses of a purely liberal nature. It is these latter courses that a university has a special responsibility to promote, and it should not make provision of such courses contingent on recovering from students' fees as high a proportion of costs as may be expected from more directly vocationally centred courses.

J. C. DAKIN,
Rapporteur for the Commission
on "The Role of Universities in
Adult Education".

APPENDIX B

OFFICERS

- Chairman** : Sir Lindsay Ride, C.B.E., E.D., LL.D.,
Vice-Chancellor, University of Hong Kong.
- Vice-Chairman**: Mr. W.E. Styler, M.A.,
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- Conference Organizer** : Mr. Ieuan Hughes,
Director of Extra-Mural Studies,
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APPENDIX C

LIST OF PARTICIPANTS

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- | | |
|----------------------------------|---|
| (1) Sir Lindsay Ride | Vice-Chancellor, University of Hong Kong.
(Chairman of the Conference). |
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| (3) Mr. Ieuan Hughes | Director of Extra-Mural Studies,
University of Hong Kong.
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| (11) Mr. T.C. Cheng | President, United College, Chinese Uni-
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| (12) Professor
Bertha Hensman | Professor of English, Chung Chi College,
Chinese University of Hong Kong. |

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- (13) Professor Ho Peng Yoke Professor of Chinese Studies, University of Malaya, Kuala Lumpur.
- (14) Mr. Foo Yeow Yoke Registrar, University of Malaya, Kuala Lumpur.

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- (15) Father Francisco Araneta, S.J. President, Ateneo De Manila University.
- (16) Dr. Alfredo T. Morales Vice-President for External Studies, Dean, Graduate College of Education, Director, Unesco Regional Centre for the Training of Teacher-Educators in Asia, University of the Philippines, Quezon City.
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- (18) Dr. Cicero D. Calderon President, Silliman University, Dumaguete City.

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- (19) Professor Huang Ying Jung Professor and Head of Department of Political Science, Nanyang University.
- (20) Professor Jao Yu Wei Professor of Modern Languages and Literature, Nanyang University.
- (21) Mr. Hugh D. Lewis Registrar, University of Singapore.
- (22) Dr. John Lowe Visiting Director of Extra-Mural Studies, University of Singapore.
- (23) Mr. Maurice Baker Director-Designate, Department of Extra-Mural Studies, University of Singapore.

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- (26) Dr. Phanom Smitananda Director of Extension Education, Kasetsart University, Bangkok.

- (27) Dr. Kasarn Chartikavanij Deputy Rector, University of Medical Sciences, Siriraj Hospital, Bangkok.
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- (33) Mr. Arnold S.M. Hely Director of Adult Education, University of Adelaide, Australia.
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CONFERENCE PARTICIPANTS



FRONT ROW (left to right): (29), (9), (5), (37), (17), (1), (31), (12), (7), (18), (36).
 SECOND ROW (left to right): (16), (4), (20), (25), (30), (21), (11), (33), (34), (26), (19), (27), (14)
 THIRD ROW (left to right): (35), (13), (23), (32), (24), (22), (28), (15).
 FOURTH ROW (left to right): (6), (3), (8).

Note: The above figures correspond to those listed in the List of Participants (Appendix C).